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WORK FOR A LIVING

The Story of the WPA in Pennsylvania

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WORK FOR A LIVING

The Story of the WPA in Pennsylvania

Richard Irvin
State Administrator

Federal Works Agency
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Harrisburg, 1943

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INTRODUCTION

"Finis" has been written to the record of the vast, complex work-relief program known successively as the Works Progress Administration and the Work Projects Administration. This program was in operation during the eight-year period from 1935 to 1943 for the twofold purpose of providing employment to the needy unemployed and necessary public services. The projects organized and carried to completion brought widespread improvements to many localities and the necessities of life to upwards of a million people in want. It helped to build and maintain morale when morale was sorely needed. That morale was 'there' when the people were called upon to fight a global war as soldiers and civilians.

Criticism was leveled against the program. Some of it was justified; much of it was not. Jokes were made at the expense of the program. In spite of criticism, the WPA went ahead with its appointed job of organizing and operating a work-relief administration. It did that job with credit.

The achievements of the Work Projects Administration and the experience it gained through the organization and operation of its various projects make a record that will have immeasurable value when plans are drawn for the post-war period.

This pamphlet presents non-technical and non-statistical facts taken from the record established by the Work Projects Administration in Pennsylvania.

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WORK FOR A LIVING

The Story of the WPA in Pennsylvania

PART I

WPA - THE ASSIGNEE

WHY WPA - The Work Projects Administration was born of the depression. It was an agency set up pursuant to the provisions of the Emergency Appropriation Act of 1935 to combat conditions growing out of nationwide unemployment on an unprecedented scale. For several years prior to the establishment of this agency, declining industrial employment had led to the forced idleness of millions of American workers. Want and despair had entered the homes and lives of a large portion of our population.

THE DOLE - Local governments first took cognizance of the unemployment crisis by extending relief to the jobless workers through the auspices of old poor law agencies. The poor law agencies soon proved inadequate. Emergency local agencies, both public and private, were therefore set up. Before long financial difficulties, due largely to crumbling real estate values, compelled state governments to lend their aid. That aid was extended in the form of a dole payment made to unemployed persons whose need had been certified.

STATES UNABLE TO CARRY THE BURDEN - But most states had financial problems akin to those of the counties, cities, and towns. It became necessary for the Federal government to come to the aid of the states in furnishing assistance to workers made destitute by lack of jobs.

THE FEDERAL GOVERNMENT COMES TO THE AID OF STATES - With the enactment of the Emergency Relief and Construction Act of 1932 the Federal government came to the aid of the states by providing funds to be used for relief purposes. The principle of full state and local responsibility was maintained by requiring that all disbursements be repaid with interest at three per cent.

Outright Federal grants to the states for the purpose of aiding those in need of relief were first authorized on May 12, 1933, upon approval of the Federal Emergency Relief Act of 1933. The principal functions of the Federal Emergency Relief Act were to determine the amounts of Federal funds to be granted to the various states and to issue general regulations concerning the use of those funds. The Emergency Relief program represented by the Federal Emergency Relief Act was not a Federal program; it was a state and local program in which the Federal government cooperated by making grants in aid.

THE DOLE GIVES WAY TO STATE WORK RELIEF AGENCIES - The Civil Works Administration was created on November 9, 1933 by Executive Order of the President under authority of the National Recovery Act. This initial work relief agency was set up for the dual purpose of providing employment and stimulating recovery. It was succeeded in April 1934 by the Emergency Work Program. These two work relief agencies were similar in that only nominal sponsorship was required for their projects and that the cost of both labor and material was met almost entirely with Federal funds. They differed in that workers employed on CWA required no certificate of need, while on the Emergency Work Program a certificate of need was mandatory.

The Emergency Work Program improved upon the CWA by spreading its money over a larger area and by reaching a greater number of needy families. Work assignments, however, were made in accordance with the budgetary deficiencies of families, limiting the worker to part-time employment and to earnings barely enough to provide the necessities of life.

WPA ORGANIZED - Acting under authority of the provisions of the Emergency Relief Appropriation Act of April 1935, the President, by Executive Order on May 6, 1935, created the WPA, an agency designed to give employment on locally sponsored work projects to employable persons in need of assistance. The WPA inherited from the FERA emergency Federal funds for construction. During 1935, in addition to WPA there were over forty Federal agencies committed to the task of providing work for the destitute unemployed. Included among those agencies were the Farm Security Administration, the Civilian Conservation Corps, the Public Works Administration, and the Rural Electrification Administration. Cooperating closely with the Federal Works Agencies were the United States Employment Service, its affiliated offices, and the United States Treasury.

WPA COMES TO PENNSYLVANIA - The inauguration of the WPA in Pennsylvania in August 1935, was an undertaking of great scope and magnitude, demanding the organization, administration, planning, and coordination needed to provide speedy employment on useful projects to an army of idle and impoverished workers.

The immensity of the task set for WPA in Pennsylvania can be fully appreciated only in the light of the conditions that led to its establishment. The depression, deepening year by year, was bringing greater and greater hardship to a growing army of destitute people. Their morale was low. The skills that had once supported them were being lost through lack of use. Years of idleness had forced many of them to use up, sell, or mortgage all their available assets, including life-time savings, property holdings, insurance policies, and personal property.

Even this reminder of the depression years gives little idea of the difficult and varied problems encountered. It no more than hints at the accomplishment of WPA in quickly providing the work relief that made available the necessities of life to hundreds of thousands of destitute families. The multitude of the jobless came from every age and walk of life, the old and the young, the day laborer and the college graduate. Scores of thousands were suitable only for common labor assignment. Many other thousands possessed skills that were falling into desuetude. Still others had never had the opportunity to acquire a skill. Yet for each of these, a useful job was found.

PART II

WPA - THE PLANNER

That every man has a right to work for a living was the basic concept of the WPA. The job of giving every man a chance to exercise that right was large and complicated. Added to the size and complexity of the task was the element of time. From the standpoint of turning jobless men and destitute families from the route leading to the poorhouse, time was important and a principal factor in planning. The results of the haste that went into the planning and initiation of work projects brought down on the WPA some of the harshest criticism any agency has ever suffered. The fact that from July to December 1935, employment in Pennsylvania on the WPA work program rose from zero to better than 250,000 indicates with what determination, energy, and speed the task was accomplished.

This record, coming in the early days of the program, was remarkable considering that most communities in the state - a few large cities excepted, lacked sufficient funds and had done little planning to provide projects suited to the available workers. The WPA can be credited with awakening many communities to the need for community planning. Very often the only plans communities had for needed improvements were those prepared by the WPA, with the result that communities thought of those plans as something they were not; namely, as a far-reaching, highly coordinated scheme for community development. To the contrary, the purpose underlying WPA plans was to organize and place in operation as quickly as possible projects fitted primarily to local unemployment needs. Of course, valuable and lasting community improvements resulted, but they were planned first of all to meet an emergency.

The size and complexity of the task, lack of time and of community planning were factors with which WPA planning had to contend. Such planning, moreover, had to be statewide in scope, since unemployment was far greater in some areas than others.

PRE-OPERATION PLANNING - A statewide work program presumed a statewide organization. The state was divided into districts in which District Offices were set up. Each District Office was held responsible for planning and initiating projects in the communities and counties forming part of the district. A State Office in Harrisburg gave direction and guidance to the District Offices and so made possible an integrated statewide program.

After the statewide organization had been established, the next problem was that of reaching prospective sponsors for the purpose of securing projects on which workers could be employed. Most eligible sponsors were found to be interested; only a few were apathetic. It was no little problem to secure in each town or county projects to utilize the unemployed labor with its various skills. Naturally, the number and kinds of projects varied widely throughout the state.

The cooperation of sponsors assured, numerous details had to be considered jointly by the sponsors and the WPA. Plans had to be made for furnishing projects with supplies, tools, machines, office space, work space, buildings, construction material, and utilities. Trucking, distribution, and warehousing had to be considered. The nature and extent of the jobs to be done, the number of man-months required, and the approximate cost had to be determined. Other Federal agencies and State Government Departments frequently had to be consulted in the planning and organizing of projects.

Consideration of these and other factors was preliminary to the preparation of applications for project approval. Completed applications were moved expeditiously through the regular channels. Upon approval, money was released and the actual operation of projects begun. The large number of persons employed in a short space of time indicates the speed with which WPA worked. The amount of good work performed under such pressure seems almost incredible.

CHANGES DURING PROJECT OPERATION - Once projects were under way and the dirt began to fly, problems of project progress entered the picture. Each project had its own peculiar problems. Original plans for project operation were changed for any of a number of reasons. It was by no means easy for project foremen and supervisors to complete their jobs on time and within the imposed financial limitation.

Progress in project operation was sometimes delayed seriously by factors such as seasonal employment, the state WPA employment quota as fixed by the Central Office, weather conditions, the availability and delivery of supplies, repair of equipment, and change in project location. Periodic curtailment made all the more necessary ingenuity and speed in planning. In many instances materials different from those specified in the original plans had to be used; more or fewer workers were needed; greater or less mechanization was required. In project operation, change was the rule rather than the exception.

MATERIAL - Before and during project operation careful planning had to be done to provide enough of the right kind of materials at the proper time. In the case of construction projects the problem of materials will be readily understood. For road building, and building and park construction, sand, stone, cement, and other materials had to be at project sites in the proper quantities when they were needed. The problem of materials also figured in welfare activities. It was important to know whether clothing was needed for men, women, boys, girls, or babies. Fluctuations in the birth rate affected the quantity and type of clothing made. The shift of families from relief had to be noted.

Planning was required in the raising and processing of food products. The kinds of soil most favorable to the growth of certain vegetables had to be determined, after which came other problems of growing and harvesting. The vegetables were then canned and distributed to centers convenient to consumers. Menus for school lunches had to be planned according to the foods available. For projects involving the compilation and in-

dexing of records, the writing of a book, or the doing of research, a great variety of work materials, including documents, had to be gathered.

PERSONNEL - Questions of personnel were inseparable from the planning and operation of projects. The proper number and types of supervisory personnel, including professional, technical, and skilled workers, had to be assigned for the efficient management of the project. This number rose or fell according to need, as was also true of the number of project workers employed. Every effort was made to employ as many needy persons as possible on each project, since the purpose of the work program was to provide work. Constant attention was given to the transportation, health, and safety of workers.

Persons whose responsibility was to direct and coordinate the work program in the various districts throughout the state were employed in the State and District Offices. They did most to fashion the program and keep it operating smoothly and efficiently. The selection of qualified administrative personnel became a matter of first importance. That administrative and supervisory workers were chosen wisely was confirmed by the success of the program. Throughout the history of the WPA in Pennsylvania an efficient and thoroughgoing program of personnel work was promoted. Without this personnel work many projects could not have been manned properly and could not have been carried to a successful conclusion.

WARTIME ADJUSTMENT - With the coming of war and before the United States entered as an active partner, the WPA in Pennsylvania, now accustomed to anticipate needs, changed many activities in order to gear them to the war effort. The new emphasis was soon apparent in every phase of the program. Airports, access roads to camps and war industries, artillery and rifle ranges, and other facilities were constructed. Service men could be trained more effectively because of projects completed before and after Pearl Harbor. The nature of the work done on sewing, modelmaking, and other projects was radically altered. New and different projects directly contributing to the war effort were organized.

The WPA cooperated with civilian defense agencies. Projects were undertaken to insure the safety of citizens during air raids. Plans were made to provide tools, equipment, and workers to assist local agencies such as the Red Cross in case of bombing. To allow mothers to enter war industries, child care centers were established in which their children could receive the proper care. Through the existence of these centers mothers whose sons and husbands had joined the service were enabled to make a real contribution toward winning the war.

Another adjustment made by the WPA to wartime requirements was that of selecting and referring men and women to vocational schools and industry, wherein they were taught to operate machines vital to war production. These trainees joined the ranks of war workers. The wartime adjustments of the WPA, resulting in significant contributions to the war effort, were made possible by the flexibility of its work program and by foresight in planning.

PROJECT RESERVOIR - A final example of advance planning was the reservoir of projects created to provide employment if and when employment is needed in the future. In 1942 a survey was made and prospective sponsors approached concerning the possibility of project planning. Because of the knowledge they had gained from their association with the work program, sponsors were better able to plan and cooperate. As a result of this survey and planning, project applications that would involve the expenditure of several hundred million dollars were completed or nearly completed. These applications, now on file for future reference, can be used as the foundation of another work program, if such is ever necessary.

WHAT FOLLOWS - The facts set forth in the ensuing pages of this pamphlet will make explicit the planning necessary to the organization and operation of a work program as extensive as was the WPA. From beginning to end the WPA had to play the role of planner. The scope of the program and the variety of projects planned and operated are shown in Appendices I and II. At this point the reader will find it helpful to look at the Appendices. In Appendix I are listed, with brief descriptions, most of the non-construction types of projects. In Appendix II are listed most of the construction types of projects, again with brief descriptions. Many projects of each type were operated and brought to completion throughout the state.

PART III

WPA - THE ORGANIZER

The effectiveness of any program depends largely on the character of the organization established for its promotion and operation. The Work Projects Administration succeeded by virtue of its quick, thorough, and flexible organization. In Pennsylvania the task of providing work had to be performed with speed and thoroughness of planning and organization. That was true not only during the first months but throughout the lifetime of the program. As old projects were completed, new and different projects were set in motion to take their place. Frequent changes occurred in the character of those few projects continued over long periods of time. Emergency assignments had to be undertaken so constantly that they became almost a matter of routine. The WPA as 'Organizer' was an administration geared to emergencies.

THE PATTERN OF ORGANIZATION - In Pennsylvania there was one State Office, located in Harrisburg. At the outset sixteen District Offices were established. From 1938 on, that number was gradually reduced as follows: 16, 9, 7, 5, 4. The districts were approximately uniform in geographical area, in number of counties, and in the employable relief load. Exceptions were those districts comprising the cities of Philadelphia and Pittsburgh. Also considered in the grouping of certain counties into a district was a similarity of living standards. Field Offices were set up wherever large projects or a sizeable number of projects in any locality justified such offices for the use of field supervisory personnel.

Conforming to the Central Offices in Washington, D.C., and to the several Regional Offices throughout the country, the internal organization of the State and District Offices in Pennsylvania consisted of five divisions variously designated at different times. The five divisions were commonly known as Finance and Statistics, Operations, Women's and Professional, Employment, and Training and Reemployment. Another organization unit known as the Supply Fund was introduced later and functioned as a sixth division. This latter unit undertook to warehouse, repair, and inventory all tools and equipment, and to provide them for project use.

The Division of Finance and Statistics processed all time reports, pay checks and project finance documents, and prepared statistical reports. The Division of Operations initiated, organized and operated numerous construction projects of varied types, and processed the related control and progress documents. The Women's and Professional Division operated a wide variety of projects especially designed for the employment of unemployed women, and of men and women with professional and technical backgrounds, commonly called "white-collar workers", who were in need of employment. The Employment Division processed all personnel documents pertaining to certification of need, assignment, transfer and termination of employment. The Training and Reemployment Division was the last of the divisions to be

organized. It was set up for the purpose of enlarging the contribution of the Work Projects Administration to the war effort. This division referred suitable WPA employees for training in vocational schools and industry. Upon satisfactory completion of their training, these employees were placed in war industries.

FLEXIBILITY OF ORGANIZATION - The operation of the WPA in Pennsylvania was decentralized by the functioning of District and Field Offices. Decentralization also featured the relationship between the State Office on the one hand and the Central and Regional Offices on the other. Details and the solution of numerous problems within the state were handled satisfactorily without submission to the Central or Regional Offices.

Outstanding among the characteristics of the State organization was flexibility. An endless succession of problems calling for quick adjustment was posed by the multitude of varied state-wide and local projects. Emergency disasters demanded speedy mobilization of personnel and equipment. The war emergency had to be met by re-direction of much of the existing program, and by the prompt organization of projects of instant value to the all-out effort. The shifting and transportation of manpower from one project to another, accompanied by the transfer of tools and equipment, were constant problems. Supervisory personnel had to adjust themselves to changes from project to project and from locality to locality. Without extreme flexibility of organization the WPA in Pennsylvania could not have operated its many and varied types of projects.

COMPLEXITY AND EXTENT OF ORGANIZATION - The organization story did not end with the setting up of State, District, and Field Offices, nor with the divisions in those offices. There were inter-office and inter-division operating procedures as well. From the time a project application was prepared to the time the project was completed many details had to be given careful thought. To bring a typical project to completion it was necessary:

To process the project application
To assign proper and adequate supervision
To assign the necessary number of workers
To provide transportation for workers
To provide necessary tools and equipment
To investigate the loss of tools or damage to equipment
To obtain reimbursement for damage or loss
To provide safety equipment and to enforce its use
To report all accidents
To prepare many other types of reports
To check periodically monies expended and monies remaining
To keep the time of workers
To transfer workers to and from the project
To hear, and find solutions to, the grievances of workers
To check regularly the progress of the work
To complete the project as provided by the application

This outline of procedures should indicate the detailed and extensive organization required. Only those who were close to it can fully appre-

ciate the infinite number and complexity of the problems involved. The functioning of such an organization can be described only in general terms.

HOW THE ORGANIZATION FUNCTIONED - The program of the WPA in Pennsylvania had to be well organized. The responsibility for making that organization function rested upon adequately equipped personnel assigned to important supervisory positions. Too much credit cannot be given those supervisors for their contribution to the success of the program. Credit must be given to project foremen and supervisors working in the field, as well as to those persons employed in the State, District, and Field Offices. The project workers themselves deserve unqualified praise for the interest they showed, for their readiness to work in all kinds of weather, for adjusting themselves continuously to the needs of projects, and for going ahead with their jobs in the face of much unkind criticism. The projects they completed stand as monuments to their diligence and forbearance in their time of need.

Coordination and integration were the keys to the success of the program. Closely-knit units expedited the flow of work. From the State Office down to the smallest operating project the delegation of work and authority was clearly defined. Such an organization was necessarily complex, sometimes to the despair of those who were running it, but it was not unwieldy. It met emergencies with ease. More than once - incessantly, it seems - it had to modify its structure and objectives for this reason or that. It did these things despite a widely fluctuating employment load, and did them quickly. Speed became a modus operandi of the organization.

Of course, careful planning played a large part in this success. Anticipation of difficulties made many of them appear to be routine. In the early days of the program, planning was not a simple or an easy job. After the supervisory personnel had acquired experience, they did better planning, which resulted in better and more efficient work. Among other things, good planning had to provide for the coordination of the work of the WPA with that of other agencies; Federal, state, and local.

COORDINATION WITH OTHER AGENCIES - In a society as complex as ours no agency can function by itself alone. The Work Projects Administration in Pennsylvania was no exception. It was, as a matter of course, closely coordinated with its own Regional and Central Offices. On the financial side there was a working relationship with the U. S. Treasury Accounts Office and the U. S. Treasury Procurement Division. The U. S. Treasury Accounts Office acted as a control unit supervising the funds allocated and auditing all important documents. The U. S. Treasury Procurement Division was responsible for the purchase or rental of all materials and services for supervisory and project use, when purchased or rented with Federal funds. Among numerous other agencies, the WPA was glad to cooperate with the U. S. Employment Service, the Office of Education, and the War Manpower Commission. Federal Departments with which it cooperated were: Treasury, Interior, Agriculture, Labor, Navy, and War.

In Pennsylvania cooperative relationships were maintained with several State Government Departments. To the Department of Public Assistance

was assigned the responsibility of certifying persons as being in need. Accordingly, this department and the WPA Employment Division coordinated their respective relief and employment activities. State Departments sponsored a number of projects, while certain other projects were subject to their approval. To facilitate the operation of those projects, liaison had to be maintained with the State Government.

In the local communities county, city, and township public agencies sponsored the majority of projects. Indeed, the successful operation of the state-wide work program was due largely to the cooperation of all these agencies, whether Federal, state or local, whose careful organization for action insured realization of the many objectives of the WPA program.

PART IV

WPA - THE EMPLOYER

The primary aim of the Work Projects Administration was to provide work for the unemployed on useful public projects. The work provided was not work relief; that is, it was not work performed on an organized project in exchange for relief payments. The earnings of WPA employees were determined on the basis of fixed wage rates and hours of employment, rather than on the basis of the budgeted need used for work relief payments. The term "work relief" did not apply to the earnings of those employed on the WPA.

Beginning in mid-1935, work projects were financed and administered for the employment, under an established wage scale, of workers certified as in need. The existence of need in individual cases was determined by the Pennsylvania Department of Public Assistance and certified to the Work Projects Administration. The WPA reviewed periodically the need status of all cases. For the systematic handling of employment problems a Division of Employment was established in the State and District Offices. This division was responsible for the application of regulations pertaining to wages and hours, for the assignment and classification of workers, the termination of workers' employment, review of need, and labor policies.

Several factors governed employment on WPA projects. One was the Acts of Congress appropriating monies for the operation of the program. The number of WPA employees was controlled constantly and particularly by the amount of money that Congress appropriated. Because of this factor at no time was the WPA in Pennsylvania able to employ all eligible persons certified to it by the Department of Public Assistance. A second factor was the availability of projects within the state, influenced as it was by the need to organize projects in geographical locations where there were eligible workers to man them. The number of unemployed eligible for work with the WPA was a third factor governing employment. Under each Appropriation Act, Congress established certain conditions for employment which limited the number employed. Other factors were the business cycle and seasonal variations in private employment. Upward trends in private employment were matched by downward trends in the employment load of the WPA, and vice versa.

NUMBER OF EMPLOYEES - From July 1, 1935 to December 31, 1942 approximately 638,391 different persons were employed by the WPA at various times. During those years the WPA was one of the largest employers, if not the largest, in Pennsylvania. The number of employees varied from year to year, from month to month, and even from day to day. The peak project work load in each calendar year was as follows:

Calendar Year	Peak Work Load
1935	228,251
1936	288,557
1937	224,358
1938	290,342
1939	253,438
1940	169,508
1941	136,690
1942	65,197
1943	22,503

Owing usually to a combination of factors, the peak load did not occur at the same time each year. It will be noted that the highest peaks were reached in the years 1936 and 1938, when unemployment was greatest. From 1939 on, the pickup in private industry caused by wartime production was reflected in a steady decline in WPA employment.

In addition to project workers it was necessary to employ administrative personnel for the proper coordination of the program, and for the execution of procedures with promptness and accuracy. The largest number of administrative persons employed at any one time during each calendar year was as follows:

Calendar Year	Peak Employment of Administrative Persons
1935	4,467
1936	3,959
1937	2,927
1938	2,856
1939	3,772
1940	1,843
1941	1,217
1942	831
1943	154

The large number of administrative persons employed during the years 1935 and 1936 was due to the number of district offices in existence throughout the formative stage of the program. The increase shown for the year 1939 took place the early part of the year, following directly upon an increase in the project work load the latter part of 1938. The steady decrease in later years paralleled a decrease in the project work load occasioned by rising employment in war industries. Approximately 75 per cent of the number of project workers were employed on construction projects and approximately 25 per cent on non-construction projects.

EMPLOYMENT REGULATIONS - Need for employment was considered to exist when the income of a family or unattached individual was not enough to provide a subsistence compatible with decency and health. The need was determined by the Pennsylvania Department of Public Assistance and certified to the WPA. The WPA studied each case and determined eligibility for employment. Periodically all cases were reviewed to make note of any change in need status. The eligibility of a family found not to be in need was cancelled and the project employment of its working member terminated. According to relative need, all certified persons were placed in one of two categories:

Category A: Family members or unattached individuals with no income.

Category B: Family members or unattached individuals with income insufficient for maintenance on a subsistence level.

The eligibility of certified persons for project employment was based in part on their active registration with the U. S. Employment Service. Certified project employees were required to renew their registrations with local employment offices every sixty days.

All persons considered for employment on projects were given occupational classifications for (1) the primary and other occupations for which they were considered qualified in private employment, and (2) the types of work they were qualified to perform on WPA projects. It was also determined whether they were qualified for employment or training in any occupation vital to national defense. WPA employees were not allowed to perform any work on projects unless they were assigned to those projects at the occupational titles authorized for the work to be performed. This prohibition assured workers of the opportunity to do the jobs for which they were best qualified.

Employability on a project was decided by a worker's ability to perform satisfactorily that work for which he was deemed qualified. When an individual's physical or mental condition was such as to make his employment dangerous to the health or safety of himself or others he was not regarded as eligible for employment. Neither could persons under eighteen years of age establish eligibility. There was no maximum age limit. Only those who were citizens of, or owed allegiance to, the United States, and who executed affidavits of their citizenship or allegiance, could be employed on WPA. Communists or members of a Nazi Bund were barred from employment, as were those who advocated, or held membership in any organization that advocated the overthrow of the Government of the United States by force or violence.

Not more than one member of a family group was employed. The term "family group" meant any group of persons residing under the same roof who constituted an economic and social unit, usually consisting of a husband, wife, and unmarried children, but often including other members related to each other by blood or marriage. When for economic reasons two or more distinct family groups lived in a single household the fact that there was relationship by blood or marriage between such groups was not so construed as to prevent the employment of a member of each natural family unit when other eligibility requirements had been met. No dis-

crimination on account of race, religion, political affiliation, or membership or non-membership in a labor organization was allowed.

Qualified supervisory personnel were essential to the operation of the program. Because of their closeness to actual job operations, such personnel had to be chosen with care. Preference was given to certified persons who could offer the necessary qualifications. Minimum qualifications were established for project supervisory titles. In conjunction with these titles, class designations were used to represent the ranges of complexity and technicality inherent in the various types of projects and to provide for equitable rates of compensation. Grade designations were used to represent levels of responsibility lying within the class designations. Salaries were paid in accordance with class and grade designations as found in a schedule of titles and salaries.

Political activity was forbidden on the part of supervisory personnel. Persons who had actual supervision of any employees or who were in such positions that by reason thereof they could have exercised authority or influence over other employees were ineligible for employment with WPA if they were candidates for any public office or were serving as campaign managers or assistants thereto for any candidate. Anyone holding an elective office or who was a member of a party committee or organization, the duties of which were concerned with political management or campaigns, was not eligible for employment while holding such offices.

WPA employees were urged constantly to accept private employment. Regulations were placed in effect which provided that no person should be eligible for employment by the WPA as a certified employee who had refused a bona fide offer of private or other public employment, whether of a permanent or temporary nature, or who had voluntarily left private or other public employment for the purpose of obtaining WPA employment; provided (1) the individual was capable of performing the work involved in such private or other public employment; (2) the wage paid was not less than the prevailing wage for such work in the community where the individual resided; (3) such employment was not in conflict with established union relationships; and (4) such employment provided reasonable working conditions.

Preference in employment was given to persons holding veterans' status. In general, veterans' preference applied only to those who had been honorably discharged from their respective services. Preference was given to the veterans of any war, campaign or expedition in which the United States had engaged, to the unmarried widows of veterans, and to the wives of unemployable veterans certified as in need.

In project assignments preference was given to qualified certified workers. At least 95 per cent of the employees on a project had to be certified persons. Under certain conditions exemptions from this ruling could be authorized at the discretion of the State Administrator. The standard assigned hours of work for project employees was 120 hours per four-week fiscal period. No project employee was permitted to work in excess of forty hours per week or eight hours per day. Work in excess

of these hours was permissible only when duly authorized. Employees assigned to a particular project were required to work every day that the project operated. Absence and permission to make up lost time were controlled by explicit rules.

With the exception of blind persons, veterans, unmarried widows of veterans, and the wives of unemployed veterans, all certified employees who had been employed continuously for more than eighteen months were subject to removal from employment; provided that there were available for assignment to the jobs held by them other qualified persons who had been available for a period of three months or more and had not been employed on any project during that time.

An employee who left a project for private or other public employment was at the expiration of such employment entitled to project reinstatement: provided (1) that he lost such private or public employment through no fault of his own; (2) that he was still in need and otherwise eligible; and (3) that he had drawn all unemployment compensation that had accrued to him during his private employment. After a period of illness a person could be returned to project employment on receipt of a statement from his physician. A person returning from military service was reinstated promptly provided his priority status had not been assumed by another member of the family during his absence.

WAGES PAID - Along with numerous rules and regulations pertaining to employment, it was necessary to adopt a wage schedule governing wages paid to project workers. The wages listed in the schedule were subsistence wages and were as follows:

Wages Distributed by Class and Size of Municipality
1941-1943

	Metropolitan Area-Largest Municipality 100,000 or over	Largest Municipality 25,000 to 100,000	Largest Municipality 5,000 to 25,000	Largest Municipality Under 5,000
Unskilled-B	$ 52.80	$ 49.20	$ 44.40	$ 40.80
Unskilled-A	57.60	52.80	49.20	44.40
Intermediate	68.40	62.40	57.60	52.80
Skilled	87.60	80.40	73.20	67.20
Prof. and Tech.	91.20	81.60	74.40	67.20

These wages were paid on the basis of a fiscal month consisting of twenty-eight days or four weeks, and of 120 hours of work. Variations will be noted according to wage class and size of municipality. The wages

paid throughout any county were based on the population of the largest municipality in the county. The classes used in the schedule covered a wide range of workers insofar as skills were concerned. Unskilled-B workers performed operations of a simple routine nature that required little or no formal education or previous experience, while the Professional and Technical group performed work requiring professional and technical training and were in many cases college graduates or graduates of professional, scientific, or technical schools.

Project supervisory employees were paid wages approximately those paid for the same types of work in the geographic areas in which they were assigned. Administrative personnel were paid salaries in accordance with the Federal salary schedule established for the types of work performed.

HEALTH AND SAFETY OF WORKERS - As an employer, the WPA assumed responsibility for the health and safety of its employees. This was particularly necessary owing to the age and disabilities of some of its workers. A Safety Section was accordingly created in the State Office as part of the Division of Operations. Field personnel were employed. This section did the following:

- Established safety standards for project operation
- Inspected projects to determine compliance with safety regulations and practices
- Prepared safety inspection reports
- Recommended corrective action
- Issued posters and bulletins emphasizing safety practices
- Set up first-aid training programs for employees
- Reviewed accident reports
- Investigated serious and fatal accidents
- Certified equipment such as trucks
- Inspected buildings for safety precautions
- Reviewed project proposals for incorporation of safety features

Workers involved in accidents received prompt medical care. Project workers sustaining traumatic injuries in the performance of duty were entitled to receive medical care and hospitalization at government expense. The phrase "in the performance of duty" meant (1) the performance of assigned work on the project, and (2) traveling to and from the project and the employee's home by the direct and most usual route.

LABOR RELATIONS - Labor questions could naturally have been expected to arise on a work program as extensive as the WPA. Provision had to be made for their settlement. WPA employees had the right to join labor organizations and to choose their own representatives for the purpose of adjusting grievances. The choice of representatives was not limited to persons employed on projects. Supervisory employees also had the right to acquire or retain membership in any labor organization. However, while employed in such supervisory capacity they were not permitted to engage in labor organizational activities involving non-supervisory project employees.

A Labor Relations Section was organized in the Division of Employment in the State and District Offices for the purpose of reviewing complaints of any person employed or seeking employment who may have had a grievance relating to wages, hours of work, working conditions, alleged discrimination, or other matters pertaining to project employment. When, in the opinion of the person authorized to make a decision in a labor complaint, it was found that the information necessary for reaching a decision could not be obtained satisfactorily by the usual method of investigation, a hearing was held. The complainant and witnesses were given due notice concerning the time, place, and purpose of the hearing. Officials whose presence was necessary were also notified. The complainant was given the right to be represented by such individuals or organizations as he desired. Every effort was made to adjust grievances to the satisfaction of all parties concerned.

STATE-WIDE EMPLOYER - Many of the employment problems presented to the WPA differed in no way from those of other employers, unless the magnitude of their application can be said to have made a difference. Magnitude may well have made a difference. The problems of a program covering an entire state the size of Pennsylvania and employing hundreds of thousands of workers were certain to assume considerable proportions. A far simpler task it would have been to have employed that same number of people within the confines of one industry, or under one roof, had that been at all possible. Nevertheless, despite the breadth of its responsibility, the WPA always recognized as an employer the right of men to work, to earn wages, to enjoy safe and healthful working conditions, and to register grievances; and did what it could to guard meticulously those rights for all its employees.

PART V

WPA - THE ADMINISTRATOR

The careful formulation and intelligent application of administrative policies are factors indispensable to the successful operation of an agency as large as was the Work Projects Administration in Pennsylvania. Policies point the way and help to explain objective and function. They express the over-all purpose of the agency, which must always be kept in mind during the formulation and issuance of directives and administrative orders. If that is done, there will result a clarity of administrative direction, producing a smooth-functioning, well-integrated organization. This kind of direction has much the same operational effect as has a governor upon the action of an engine.

Integration of the activities of the State, District, and Field Offices was accomplished through careful planning. Despite the varied activities, there was a unity in the purposes and functioning of the organization. That integration and unity were not destroyed by too much decentralization. The number and variety of projects undertaken by the WPA in Pennsylvania could have been successfully completed only through the articulation of good management and practical administrative policy. That the policies observed in Pennsylvania were sound and practicable was proved by the results.

POLICY FORMATION - In the various laws it enacted, the Congress of the United States embodied certain mandatory policies, but delegated to the Federal Commissioner the authority to formulate such other policies as he found necessary. From the office of the Commissioner were issued rules and regulations, interpretations, and statements of procedure. These were given to the Regional Offices located throughout the country and to the State Administrators of the respective states. The Regional Offices controlled the application of the Commissioner's policies in the states lying within their jurisdiction. They also gave technical assistance. Because of different conditions existing in different regions the Regional Offices were permitted some latitude in the interpretation and application of policies.

State Administrators were also permitted wide latitude in the application of the Commissioner's policies. It was the responsibility of the State Administrator to see to it that the work program in his state operated efficiently and to the best advantage. He therefore issued administrative orders and memoranda interpreting those orders. Their purpose was to put the Commissioner's policies in effect in the most practical and sensible way.

The various District Managers throughout the state were held responsible by the State Administrator for the application and execution of policies within their respective districts. As between the states, conditions in the various districts differed, and it became the responsibility of the

District Managers to carry out the policies in the most practical way. With the approval of the State Administrator, District Managers varied the application of policies for the sake of efficiency and expediency. In summary, decentralization and flexibility of administration did not result in loss of integration. The selection of understanding, intelligent, and skilled administrative personnel played a big part in the proper, integrated conduct of the program.

PERSONNEL MANAGEMENT - Qualifications considered in the selection of administrative and supervisory personnel related to educational background, experience, ability in the respective fields of service, and sympathetic understanding of the employment objectives of the Work Projects Administration. The need of intelligent execution of administrative policies made the administrative and supervisory personnel in the State, District and Field Offices of first importance. The management of the program, mostly on the job location itself, was the responsibility of these people, without whose interest, ability, loyalty and sacrifice, the work program as operated by the WPA in Pennsylvania could not have been possible. The over-time work of these administrative personnel, performed without pay owing to financial restrictions, understaffing, and emergencies, deserves commendation. They worked with a keen awareness that the welfare of tens of thousands of people depended on how well they did their work.

The majority of employees were unskilled, belonging to that category known as common labor. Wherever possible these workers were assigned to work similar to what they had done on previous jobs, or to work for which they seemed best fitted, usually near their places of residence. Vital to the program was the selection and proper placement of the skilled workers needed on many projects. The work histories of skilled workers were studied carefully, and interviews held with the workers prior to their placement. In given localities it was not always easy to find a sufficient number of persons possessing the required skills. If skilled workers could not be found, the WPA often undertook to train whatever manpower was available. In such cases it became necessary to train unskilled persons to be timekeepers, masons, bricklayers, and blacksmiths. Others were trained to operate different kinds of machines and equipment. On leaving the program they were able to use their newly acquired skills in private employment.

The grievances of different kinds registered by workers caused the employment of personnel qualified to receive, review, hear, and settle such cases. Labor relations problems received careful consideration and were satisfactorily solved in most cases. At no time was the program arrested or curtailed because of labor difficulties; and for a program that employed as high as 290,000 workers this was a notable record.

The work load increased and decreased in accordance with the rise and fall of industrial employment, the number of available projects, and the employment quotas allotted to the state by the Central Office. The WPA had to keep an eye on the barometer of private employment as seasonal changes affected it. When private business and industry discharged work-

ers, the WPA received them. Constantly changing, the work load created difficult problems in personnel management that had to be met with speed and efficiency. From time to time it was necessary to prepare and process supplemental and superseding project applications to help meet these changing conditions.

DETERMINING THE PROGRAM - The work program was begun and continued with certain restrictions. Each project had to be of genuine usefulness to the public either through the creation of permanent wealth or the broadening of cultural opportunities. Projects were limited to work on public property. At the same time the proposed work could not be of the sort included in the normal governmental operations of sponsors. A specified per cent of the Federal funds allocated was earmarked for labor. Originally, ninety per cent of the workers on a project had to come from the relief rolls, a figure that was later raised to ninety-five per cent.

The desirability of projects had to be determined. Following are a few of the factors that were taken into account:

Public value
Per cent of funds to be spent for labor
Extent of opportunity to give employment to relief persons
Relation of the number of existing and proposed projects to the number of persons on relief rolls in the areas affected
Possibility of moving the maximum number of persons from the relief rolls in the shortest time
Sponsor's contribution

Investigation and planning were necessary to secure and organize in towns, cities, and counties projects that would provide employment for unemployed and relief labor with various skills. The number and types of projects varied according to locality, the supply of skilled labor, the facilities at hand, and the character of sponsorship. Suitable buildings and the accessibility of different kinds of material were often determining factors in the types of projects to be approved. Community needs were carefully surveyed. After all these points had been considered, many applications for projects had to be revised and many rejected. At one and the same time projects individually were being planned, set up, operated, and brought to completion. They kept the program as a whole in process of constant change. To maintain order in this state of flux, numerous checks had to be made and control procedure initiated.

CONTROLS - To show whether or not adequate progress was being made on projects, progress reports were submitted at regular intervals by each project foreman or supervisor to the District and State Offices. In addition, field personnel working out of the State Office made frequent observations and checks on projects, preparing reports which were studied in the District and State Offices, where the appropriate action was decided upon. District Office personnel were also checking projects regularly.

Projects had to be checked to determine whether certain restrictions placed upon them were being observed. Legislation imposed some restrictions; others were imposed by the Central and State Offices. Another task was to ascertain whether projects were operating within the scope of the original applications. To continue projects in operation, it was necessary from time to time to prepare and process supplemental and superseding applications. Cost and material clerks made frequent reports showing monies and material available and expended on each project. A frequent check of labor and non-labor funds guaranteed that sufficient monies remained to carry on the work and that the limitations of funds would not be exceeded. Controls were set up to assure accurate time reporting and the prompt payment of wages. Well trained and capable timekeepers were employed.

On a number of projects requiring mechanical equipment of certain types not owned by the WPA, contracts were let to private companies for the use and manning of such equipment. In a similar way, contracts were sometimes let to private companies to do certain kinds of work demanding the use of special equipment. In those cases qualified WPA employees kept daily time records and daily logs of work performed by the contractors. The control of material, tools, and various types of equipment used on projects was necessary. Whenever any of these were lost or could not otherwise be accounted for a full investigation was made and the proper forms processed. Restitution was made by a number of employees who were responsible for missing material, tools, and equipment.

RECORDS AND REPORTS - To exercise adequate control, numerous records and reports had to be prepared, processed, and filed. Some of those prepared related to the following:

Number of employees
Assignment and termination of employees
Work completed
Work to be completed
Materials used or on hand
Equipment and tools
Exemptions from certain restrictions
Finance
Money expended or available
Project applications
Number of projects operating
Number of projects not begun
Number of projects completed

Statistical and descriptive reports of many kinds were prepared for use in the District, State, Regional, and Central Offices. The size of the program and its varied types of projects necessitated many records and reports. These supplied needed information and served as guides in planning and operating the work program. They served also as a source of public information.

FINANCE - In greatest demand was information pertaining to finance. Monies expended and available for expenditure were of special interest to individuals, sponsors, and the general public. Federal government procedure controlled the allocation and expenditure of funds. In the state the chief administrative duty was to see to it that Federal government procedure was not violated. A system of checking and accounting was therefore established to control the use of funds. This system was administered by highly trained personnel.

SAFETY AND HEALTH PROTECTION - Great care was taken to guard the safety and health of workers. In the State Office a Safety Section was organized to provide instruction in safety and health and to enforce safety and health rules. By means of first aid courses and county-wide meetings, superintendents, foremen and supervisors were instructed in proper safety and health measures. Through these persons, the distribution of safety posters, and the consequent application of rules, workers on all the projects became safety conscious. Brief meetings were held monthly on project sites, during which specific cases of the violation of safety rules were discussed and the correct procedures pointed out.

Enforcement of safety rules, the provision of proper safety equipment, the fostering of conditions conducive to good health, and prompt medical care when needed were part of the program to assure the safety and health of workers. The purpose of that program was to prevent loss of time and injury to workers, and to eliminate expense incurred by the Federal government because of accidents.

PUBLIC RELATIONS - One of the primary responsibilities of any administration is the maintenance of proper public relations. The Work Projects Administration in Pennsylvania accepted that responsibility. In that way it hoped to assist the public in making an accurate appraisal of the purpose and achievements of the work program. This intention notwithstanding, it cannot be said with certainty that a just appraisal was ever reached in Pennsylvania. The passing of time may be expected to reveal more fully to the public the indubitable wealth-creating and morale-building values of the program. To those who were close to the program those values were always evident.

Sponsors such as township supervisors, school boards, city councils, boards of county commissioners, State Governmental Departments and Federal agencies other than the WPA were kept informed concerning projects in which they were directly interested or concerning other projects in which they might become interested. As a result of the information given them, those sponsors were able to appraise the work done. Furthermore, an equity in each project was established by the public agency that sponsored it. Because of that equity the sponsoring agency was vitally interested in the quality of accomplishment.

Public relations were also established with private industry. Persons were constantly leaving the program for work in industry. Many persons were referred to industry for training. Having completed their training, they were placed on the payrolls of industry, of which they became

regular employees. On the other hand, a number of former industrial executives obtained necessary employment with the WPA in Pennsylvania. They found it a worthwhile experience. Owing to their ability and to that of many other employees with a business or professional background, the WPA program was operated with an efficiency rivalling the efficiency of countless private businesses and industries. The executives and administrative personnel were often just as capable as executives privately employed. In general, satisfactory and cooperative relationships were maintained between industry and the Work Projects Administration.

Governmental agencies other than the WPA, both state and Federal, were kept informed on phases of the program in which they were interested. Particularly were they informed of the progress of those projects they were sponsoring. At the same time they were given information regarding the program as a whole. A few of the State Governmental Departments and Commissions with which the agency cooperated and which it kept informed were: Public Instruction, Highways, Health, Welfare, Public Assistance, Agriculture, Forest and Waters, Mines, Military Affairs, and the Historical, Fish, and Game Commissions. Among departments and agencies of the Federal government were the Treasury, Agriculture, War, Navy, and the Civil Aeronautics Administration. Administrative and supervisory employees of the WPA made frequent contacts with these state and Federal agencies. Only by means of such contacts, facilitating an exchange of information, could a properly coordinated program be administered.

The workers employed by the WPA itself were regularly informed of plans and achievements through the medium of a news bulletin, copies of which were distributed to administrative, supervisory, and project workers. On bulletin boards placed in State, District and Field Offices, and on all project sites, were posted releases, memoranda, and placards of current interest.

Labor organizations called frequently upon the Work Projects Administration for information concerning problems in which they were interested. Between these organizations and the WPA the best of relations were maintained. This harmony was due to the cooperative attitude assumed by Labor itself and to the fact that Congress fixed the weekly and monthly schedule of hours to be worked. At no time did serious labor problems exist, and those problems that did arise were quickly and satisfactorily solved.

Many persons not identified with cooperating agencies learned something about the accomplishments of the work program through books, pamphlets, bulletins, and reports. Books on various subjects, written and published by and through the efforts of employees of the WPA Professional and Technical Division, are substantial and informative. They have made contributions to history, welfare, education, and recreation. Also given wide distribution were bulletins, pamphlets, and reports treating of different phases of the work program.

From the press the general public received the bulk of its information concerning the purpose and operation of the Work Projects Administration. The press was kept informed through frequent news releases and in-

terviews with WPA officials. In spite of this evident willingness of the WPA to cooperate, and with a complete disregard of the facts made known to them, some sections of the press adopted an attitude bitterly hostile to the program. It may well be that certain parties to this opposition found themselves not too closely aligned with the Administration in Washington, and accordingly used the WPA as a target by way of asserting their independence. Their method was distortion. Out of a program representing thousands of projects and hundreds of thousands of workers they would seize upon an isolated job site, an insignificant phase of activity, or a trivial happening, enlarge upon it, and offer it to the public as the whole of the Work Projects Administration.

So wilful a distortion of the known facts might have been least expected from those who had observed at first hand the growing failure of local charities, and of county and state relief agencies to meet constructively the challenge of unemployment. That was the challenge the WPA accepted. It moved quickly and energetically on a broad front to wipe out the threat of continued idleness to hundreds of thousands of employable persons. In doing so, it soon became aware of its weaknesses as an organization, and took immediate steps to correct them. At the same time that some sections of the press were showing themselves consistently hostile, others were equally concerned to make a just and accurate appraisal of the work program. These latter saw the strength and achievement, as well as the inevitable shortcomings of so vast an administration, and praised them ungrudgingly. But to all sections of the press, whether they were for or against it, the WPA in Pennsylvania supplied information requested or not requested, impartially.

Fully aware of the vital and stupendous task entrusted to it, and knowing how avidly the public would grasp at evidences of either success or failure, the Work Projects Administration showed extraordinary zeal to cooperate in the field of public relations. To that zeal may be charged a certain reluctance to argue its own merits against those who would have questioned them. Leaving to posterity questions of merit, it merely sought to reveal the facts to all who wished to know them.

PART VI

WPA - THE FINANCIER

All phases of the work program operated by the Work Projects Administration in Pennsylvania were of necessity intimately connected with financial procedure. For every project a specific sum of money had to be encumbered. The monies allocated and expended were actually disbursed by the U. S. Treasury, to which the WPA was strictly accountable. No monies were handled directly by the WPA itself. To make an accurate accounting to the Treasury at all times, it was necessary to create and apply procedures for operation and control. The financing of the program and accounting for expenditures were difficult owing to the wide range in types of projects. The projects all differing in size, embraced construction and non-construction projects, defense projects, and projects sponsored by local, state and Federal governments. Under each of these main types was to be found a variety of subtypes.

The financing of so large a program was made possible only by the efficiency with which records were handled and maintained. That efficiency was due in large measure to the ability of the responsible administrative and supervisory personnel. But not only was the proper expenditure of funds necessary. Funds also had to be expended judiciously, and in that almost every administrative and supervisory employee was expected to do his share.

SOURCE AND ALLOCATION OF FUNDS - The activities of the Work Projects Administration were financed by Federal funds appropriated by Congress and allocated to the state by the Central Office. A share of the cost was met by state and local agencies sponsoring the projects. Sponsors' funds were used for materials, supplies, equipment, and other non-labor items; and, in some cases to pay wages to skilled and supervisory personnel employed in addition to WPA workers. WPA funds were used to pay the wages of project workers, the amount of these funds determining whether or not the requisite number of workers could be employed.

As projects were approved, funds were allotted in order that operations could be started immediately. For some projects only partial allotments were made. As the work progressed and more funds were needed, other partial allotments followed. The total amount allotted could not exceed the limitation placed on the funds approved for any project.

EXPENDITURES - The total amount of money expended for projects in Pennsylvania from July 7, 1935 through November 30, 1942 was $1,131,782,550.48. Of that sum $955,643,013.77 represented Federal expenditures, while sponsors' contributions totaled $176,139,536.71. Federal expenditures made up 84.4 per cent and sponsors' contributions 15.6 per cent of the total. Of the amount given by sponsors $24,176,163.60 was paid out for labor,

$151,963,373.11 going for non-labor items such as material, supplies, and equipment. The Federal outlay, broken down by object classifications, was:

Object Classification	Amount
Personal Service	$888,652,438.50
Travel	2,957,164.95
Transportation of Goods	273,187.56
Communication Services	864,178.41
Rents and Utility Services	33,515,250.69
Printing and Binding	19,179.03
Other Contractural Services	92,179.03
Supplies and Material	27,887,640.74
Equipment Purchased	1,381,144.68
	$955,643,013.77

It will be noted that by far the largest single amount of Federal funds went for personal services. That amount represented labor cost and was 93.0 per cent of the whole. The total of all other Federal expenditures, representing non-labor cost, was 7.0 per cent of the whole. For locally sponsored projects a limitation of $6.00 per man-month was placed upon Federal expenditures for non-labor, while the limitation for projects sponsored by the Federal government was $12.00 per man-month. The percentage of labor cost as compared with that of non-labor indicates that the program was operated in keeping with the purpose for which it was organized; namely, to provide work for the greatest number of employable unemployed persons.

Federal expenditures and sponsors' contributions as distributed by fiscal years were:

FISCAL YEAR	TOTAL EXPENDITURE	FEDERAL EXPENDITURE	SPONSORS' CONTRIBUTIONS
1935-1936	$ 128,277,795.64	$123,180,850.64	$ 5,096,945.00
1936-1937	200,072,615.37	187,099,392.37	12,973,223.00
1937-1938	198,419,028.43	163,849,934.43	34,569,094.00
1938-1939	243,440,417.00	210,000,000.00	33,440,417.00
1939-1940	124,596,568.41	99,649,916.00	24,946,652.41
1940-1941	139,887,473.13	102,215,249.59	37,672,223.54
1941-1942	78,591,192.98	56,203,882.19	23,387,310.79
1942 through Nov. 1942	18,497,459.52	13,443,788.55	5,053,670.97
TOTAL	$1,131,782,550.48	$955,643,013.77	$176,139,536.71

These data reveal how the size of the program fluctuated from year to year. The marked decreases during 1941 and 1942 resulted from a large scale movement into war industries. On the other hand, the monies expended during the last fiscal year indicate that many persons needing employment were unable to find work in industry during a time when the country was at war and when there was a great demand for war workers.

This fact is significant. No doubt an appreciable number of these persons were so disabled as to constitute shop hazards, or were too advanced in years to participate in industrial production.

The very substantial amount of sponsors' contributions is indicative of the value placed upon the program by sponsors. During the early days of the program sponsors' contributions showed considerable variation. It was later decided that sponsors should be asked to contribute fifteen per cent of the total cost of each project. Congress finally ruled that beginning January 1, 1940, sponsors had to contribute twenty-five per cent of the total cost of each project. The restrictions pertaining to the per cent of sponsors' contributions and to the average non-labor expenditures per man-month were relaxed in the case of a few projects certified by the Army or Navy as important to national defense. From start to finish the financial responsibility for the work program was shared by the Federal, state, and local governments. This joint responsibility existed at all times.

From July 1, 1935, through December 31, 1942, the sum of $27,571,212.93 was expended for administration in Pennsylvania. When this administrative cost is added to the total amount ($955,643,013.77) expended by the Federal government for projects within the state, the over-all Federal expenditure is found to be $983,214,226.70. Administrative costs represented only 2.8 per cent of all Federal expenditures and 2.3 per cent of the total cost of the program. From this it is evident that these costs were kept down to a minimum. With administrative costs added to project costs, which included both Federal expenditures and sponsors' contributions, the grand total of monies expended for the work program in Pennsylvania from July 1, 1935 through November 30, 1942 was $1,159,353,763.41.

Both construction and service projects were operated. Construction projects included such types of projects as buildings, highways, and sewer lines. Service projects provided for such activities and services as adult education, recreation, nursery schools, school lunches, and sewing rooms. Of the total amount of Federal monies expended for work projects $763,933,542.33 was used for construction projects and $187,210,192.86 for non-construction or service projects. Of this total $4,499,278.58 was also expended from July 1, 1940 through November 30, 1942 for a training program.

FINANCING A TRAINING PROGRAM - On July 1, 1940 there was organized a training program for the purpose of teaching WPA employees skills which would prepare them for employment in industry, where they could make a significant contribution to the war effort. Training centers were variously located in public schools, auxiliary shops, and industry itself. As part of its training program the Work Projects Administration rented privately owned, fully equipped shops, thereupon designated as auxiliary shops, to which it referred persons suitable for such training. In other cases it made referrals to vocational schools, placed in industry persons suitable for in-plant training, and at airports established schools for trainees in airport service. Wages were paid to trainees; rental was paid for shops; transportation, lodging, and maintenance were furnished a num-

ber of trainees; and a few teachers employed at airport schools were compensated. The financial arrangements incident to this state-wide program were extensive and complicated. That they were satisfactorily handled was evident in the training and placement of thousands of persons in war industry.

HOW A PROJECT WAS FINANCED - The problems involved in the financing of the work program operated by the WPA can be indicated by tracing the principal steps taken in financing a single project. Although similar procedures were followed in the case of all projects, the details differed widely. When a governmental agency expressed an interest in sponsoring a project, the sponsor or sponsor's agent and a representative of the Work Projects Administration met for the purpose of discussing and determining the nature and extent of the work to be done. Thereupon the total labor cost of the proposed project, based upon the total man-months of work, was estimated. To the estimated labor cost was added the probable cost of non-labor items, a process used in arriving at the total cost. The sponsor then indicated whether the required amount of the sponsors' contribution could be furnished and, if so, in what form. Types of material, supplies, and equipment, and the needed supervision and skilled labor were agreed upon and the responsibility for furnishing them was fixed. The payment of fees, such as architects' fees and various permit fees paid to State Governmental Departments, were always the responsibility of the sponsor.

As their next step, the sponsor and the representative of the WPA prepared a project application which was forwarded to the WPA District Office. In that office a careful check was made of the application, after which it was forwarded to the State Office for auditing and determination of eligibility. From there the application went to the Central Office, where it was again checked. Found to be in proper order, it was then taken under consideration by the Bureau of the Budget. If approved by the Bureau, it was recommended to the President. After the President's signature had been affixed, the Treasury issued a warrant, which had to be approved by the Comptroller General. Upon his approval, funds were released and the operation of the project started.

The amount of wages paid to workers depended upon their occupational classification and upon the population density of the county in which they were assigned. A schedule of monthly earnings was prepared. The wage or payroll classifications drawn up with reference to occupations were, in ascending order, Unskilled-B, Unskilled-A, Intermediate, Skilled, and Professional and Technical. A county was classified according to the number of persons living in its largest municipalities. Exceptions to this mode of determination were made wherever there was sound economic justification. In a county of lower classification, contiguous to a county of higher classification where similar economic conditions prevailed, the wage rates of the latter county were used. By making this adjustment, inequality in earnings was avoided.

The financing of certain kinds of projects was affected by such factors as weather conditions, accessibility of materials, fluctuation in employment, and the loss or need of supervision. These factors necessitated frequent changes in the original plan of financing those projects. It was the unusual project that operated from beginning to end without some changes being made in the financing. The transportation of workers to and from project sites had its financial aspects. In the procuring of trucks in which workers were hauled, the manning of those trucks with competent drivers, necessary safety precautions, time spent in travel and the distance traveled, financial planning and control had a part. Safety equipment and supplies were furnished each project; and, in the case of injuries, reports were prepared and compensation paid. Although monies expended for safety and for the payment of compensation were no part of the funds allocated directly to the project, they did represent funds paid because of the operation of the project and allocated for such use.

Near a very few large project sites, in the interest of economy, operating efficiency, and adequate manning, work camps were erected and organized. In these camps were provided housing, light, heat, and water; food and recreational facilities; and medical and nursing care. A superintendent was placed in charge of each camp. These camps were essential to the operation and rapid completion of projects and had to be managed and financed on a sound basis.

DIVISION OF FINANCE AND STATISTICS - To facilitate the handling of financial matters, a Division of Finance and Statistics was organized in the State Office and in each of the District Offices. The function of this division was largely that of controlling all expenditures, keeping accurate records, and processing the necessary financial documents. It was the responsibility of the division to:

- Process time reports
- Prepare payrolls
- Distribute pay checks to workers (only for a time)
- Keep ledgers on project balances
- Prepare and distribute project photoledgers
- Train timekeepers
- Follow up on sponsors' contributions
- Handle compensation claims
- Handle public claims
- Prepare statistical reports

The discharge of the above duties involved many problems and details. The speed and efficiency characterizing the Division of Finance and Statistics resulted in efficient operation of the entire work program in Pennsylvania. A brief review of the scope of the construction and non-construction activities indicates that this was no little accomplishment.

PART VII

WPA - THE BUILDER

The State of Pennsylvania is richer in many respects for having had the Work Projects Administration. Much of this increased wealth is represented in buildings and other forms of construction. Significant additions and improvements were made in the physical facilities on which communities depended for transportation, communication, conservation, sanitation, public health, and education and recreation.

ROADS AND STREETS - The outstanding physical achievement of the WPA in Pennsylvania lay in the construction and rebuilding of roads and streets. Strategic highways, linking important urban and industrial centers, were built or improved. Access roads were built to connect principal highways with industrial centers and military reservations. Farm-to-market roads were provided throughout the rural areas, where by far the greatest portion of all road construction was undertaken. The roads and streets constructed by the WPA differed in type and character according to community or other needs. Some were of concrete, others were macadam roads, but most of them were gravel surfaced. Bridges, viaducts, culverts, curbs, and gutters were constructed or improved.

Cooperating with state and local highway agencies in the course of their road improvement programs, the WPA made important contributions to highway safety. Steep grades were reduced. Narrow roads were widened. Sharp curves were eliminated or improved through proper sloping or banking. Guard rails and walls were erected at danger points. Large numbers of traffic and road signs were placed for the convenience and safety of the public.

Work on streets was a major item in cities and towns. It ranged from the construction of heavy-duty concrete or asphalt pavements to the opening of gravel streets in small communities. Streets were widened to permit additional lanes of traffic on principal thoroughfares. Cobblestone, brick, or other worn-out surfacing of streets was replaced with new and better materials.

RAIL REMOVAL - The street car rail removal operations of the WPA benefited a large number of communities throughout Pennsylvania. Projects for this work were set up to serve numerous boroughs, cities, and towns faced with abandoned street railway car tracks. These abandoned tracks had once been owned by traction companies, since become bankrupt or nonexistent. In most instances the municipalities concerned had found themselves unable to finance the cost of removal. WPA operations had important outcomes over and above the actual removal of rails. The subsequent street restoration contributed to the safety and economy of communities. When war came, thousands of tons of rails removed from city streets became metal scrap for ships, tanks, and guns.

WATER SUPPLY - Another important gain for the State of Pennsylvania was the work performed in many communities handicapped by inferior water supply systems. In some cases the available supply was inadequate to meet the needs of the community. In others the supply, while adequate, was a standing menace to the health of the people, owing to impurities in the water. Various kinds of projects were undertaken to remedy these conditions. Dams and reservoirs were constructed. New distribution systems were provided or the existing facilities enlarged or improved. In a few places the solution of the community water problem was found in the drilling of wells.

COMMUNITY SANITATION - The work in sanitation performed by the WPA in scores of communities throughout the commonwealth will prove a lasting service to hundreds of thousands of citizens. This work included the construction of new sanitary facilities and the improvement or extension of obsolete or inadequate systems. Storm and sanitary sewers, as well as sewage treatment plants, came within the scope of these operations. Sanitary and sewage construction work was frequently undertaken in communities where modern sanitary facilities had previously been unknown.

SCHOOLS AND OTHER EDUCATIONAL FACILITIES - The WPA made a notable contribution to the expansion of educational facilities in Pennsylvania. New buildings were constructed, some were enlarged and many renovated. As part of its building and modernization program in the field of education, the WPA installed many modern facilities including plumbing and lighting fixtures in structures that had fallen into disrepair during the depression years. School houses were enlarged through the construction of additional wings. In the enlarged structures were provided additional classrooms, laboratories, and rooms for other special purposes. Besides serving their normal educational functions with respect to children, these buildings, whether new, enlarged, or modernized, also served as the logical centers for a variety of community activities.

Construction work in the educational field was not limited to school buildings. The WPA contributed as well to the expansion and improvement of libraries, art galleries, and other educational and cultural institutions open to the general public. Historical landmarks such as forts, homes, and public buildings were restored.

THE PHILADELPHIA MUSEUM OF ART - An exceptional accomplishment of the Work Projects Administration in Pennsylvania was interior construction at the Philadelphia Museum of Art. This work was carried on from November 1935 to the early months of 1943. The Philadelphia Museum, dominating the famous Parkway and looking toward the city sky-line, is one of the largest museum buildings in the United States, with more than five acres of floor space. Beginning in 1919, the shell of this immense building had been erected by the City of Philadelphia at a cost of over $14,000,000. Sections of the Museum were opened to the public in 1925 and 1928, but as late as 1931, when municipal construction ceased, only thirty-five galleries were in use.

For several reasons the internal completion of this museum building offered an opportunity ideally suited to WPA requirements. The percentage of cost represented by materials was considerably smaller than in most building construction. Work could proceed under cover the year round. Completed units could be opened immediately to the public. The character of the work called especially for men in the finishing trades of whom large numbers were unemployed.

To the WPA fell the task of installing on the principal floor of the building a large number of antique architectural units which the Museum had accumulated over the years. Among these units of wood, stone, and stucco were included panelled rooms of various periods, doorways, and ceilings. Other units, like the Chinese palace hall and the Indian temple portico, were of unusually large size. All these units required immense, painstaking skill for their restoration and reconstruction. On the same floor as these special units and elsewhere in the building there had to be constructed galleries for painting, sculpture, and the decorative arts; the museum offices and library, an auditorium, and classrooms.

From 1935 to 1943 Federal expenditures for WPA projects at the Philadelphia Museum were over $1,600,000. To that amount the Museum added over $900,000 in the form of cash and materials. The cost of the new construction work therefore totalled something in excess of $2,500,000. Thirty different trades were represented. Exceptionally difficult problems were presented by certain units. There was a Persian palace portal of the Third to Fifth Centuries, incorporating fragments of stucco columns and arches excavated at Damhan; a Persian palace room of about 1600 with stalactite vaults; and a French room of the Louis XV period, richly carved and gilded, with ornamented plaster ceiling.

To an unusual degree the work at the Philadelphia Museum demanded skilled labor rather than fabricated new materials. All stonework, for instance, was cut or cast on the job. The quality of the workmanship, of a difficult and complex character, has won universal admiration. The WPA completed 170 units or more in addition to the original thirty-five units ready in 1931. The number now in use is accordingly six times what it was when the WPA began. All these units were successively opened for the free education and enjoyment of the public. Already they have attracted over 2,300,000 visitors. In the same period the attendance at the Museum doubled.

RECREATIONAL FACILITIES - Hardly a community can be found anywhere in the State of Pennsylvania that did not receive in one form or another new or improved recreational facilities constructed by the WPA. School athletic stadiums and gymnasiums were built, enlarged, or improved. Civic center buildings, swimming pools, band shells, and parks were provided for the use of the general public. Hundreds of community playgrounds were laid out in towns and cities for the use of children.

LANDING FIELDS AND AIRPORTS - Throughout its existence the WPA had under way in Pennsylvania projects designed to create and improve air transportation facilities serving civilian aviation and national defense.

These projects were carried on in close cooperation with the Civil Aeronautics Authority. Landing fields were constructed at key and danger points throughout the state and along the course of all established air lanes. Owing largely to this type of work done in the Allegheny mountain section of the central part of the state, that area which for years had been known as the "Aviation Graveyard of the Nation" was made immeasurably safer for air travel.

During these years many new airports were built, and many others enlarged or improved. In some instances projects were limited to specific operations, while in others WPA employees performed all phases of the work necessary to provide complete modern airport facilities. These phases included grading, drainage, seeding and planting, paving and curbing, lighting installation, and the erection of hangars and administration buildings. Some of the landing fields and airports constructed by the WPA were modest undertakings. Others were major projects that provided facilities to service large numbers of aircraft of all types and sizes.

Community wealth was not restricted to physical improvements and to new buildings alone; as a Builder WPA laid countless foundations for improved local government services, for health, and for educational standards in communities.

PART VIII

WPA - THE EDUCATOR

The WPA in Pennsylvania organized and administered an educational program without precedent in size or character. It extended the work of existing public and private institutions upwards and downwards, and in both directions evolved new approaches to education. It reached down to the ill-kempt, undernourished child of two and up to the illiterate, foreign-born laborer of seventy-five. Between those extremes of age and condition were found thousands and millions of others who wished to get an education, resume an education, or merely keep on learning. They learned as workers, parents, and citizens, and as members of a civilized society.

In the month of August 1940 over 5,000 teachers, leaders, and other workers were conducting educational and related leisure time activities in almost as many centers throughout the state. Several hundred thousand individuals were enrolled in groups organized for specific educational ends. More hundreds of thousands participated in loosely assembled recreational groups. The total attendance for that month was 4,418,338. Attendance the preceding month had been 4,795,000. Exactly a year before the statewide enrollment had risen to the high mark of 294,500. That many people had responded that often to scores and even hundreds of different activities catering to their individual interests.

ACTIVITIES, PLACES, AND PEOPLE - To the WPA as Educator, what was learned was more important than what was taught. Teaching in the traditional sense took place only when the primary purpose was to impart facts or skills the learner could not find or master alone. Examples of that were literacy and first-aid education. For the rest, the WPA teacher, or leader as he was usually called, was satisfied to give counsel, to guide, to act as chairman, or otherwise to create or foster learning situations from which the participant emerged wiser or better informed. But learning situations as such could not be organized and administered on a statewide basis. A curriculum - a content of learning and self-expression was needed. That need was met by scores of well-defined activities appealing to the participant in his various roles as worker, parent, citizen, and member of a civilized society. These were some of the activities:

For workers in their occupational and economic relations:

- Adjustment service and guidance
- Adult elementary education
- Art education, when designed primarily for professional artists
- Arts and crafts, which afterwards became a means of livelihood
- Camps for unemployed girls
- Commercial education
- Correspondence instruction

- Driving schools, insofar as they trained for truck and ambulance driving
- Vocational education, which came to include training for war industries (See Part X, "WPA-The Vocational Instructor")
- Vocational instruction in CCC Camps
- Vocational rehabilitation for the physically handicapped, including the crippled, the blind, the deaf, and the hard-of-hearing
- Workers' education, later broadened to workers' service

For parents and other family members:

- Consumers' education
- Education in health, hygiene, first-aid, and safety
- Homemaking education (later combined with Parent Education to make Education for Family Living)
- Parent education in connection with nursery schools
- Parent education independent of nursery schools

For citizens and non-citizens in their political and social functions:

- Americanization
- Community centers
- Highway safety education
- Folk festivals
- Literacy and naturalization
- Public affairs education
- Social recreation
- Therapeutic recreation

For members of a civilized society, meaning everyone:

- Art education and appreciation for the amateur
- Arts and crafts
- Educational tours to public buildings, industries, and points of historic interest
- Instruction and appreciation for amateurs in music
- Languages, literature, physical sciences, social studies, and other subjects contributing to general culture
- Outdoor and park recreation, and nature lore
- Readers' advisory service in libraries
- Recreation especially organized for women and girls
- Rehabilitation of the handicapped, fitting them to be active and useful members of society
- Theatre, dramatics and pageantry

Dozens of other activities could be mentioned. Subjects of junior college grade were taught under university auspices in a large industrial city; a recreation engineering service was furnished for the convenience of social agencies and institutions; and entertainments were organized for military reservations. Demonstrations of art technique, art exhibitions, museum guides, murals in public buildings, free music concerts,

and informative and entertaining radio broadcasts all helped to raise the level of culture in the state. Besides these adult activities there were 60 to 100 nursery schools, pre-school play centers, and thousands of playgrounds manned for older children.

These educational and leisure-time opportunities were taken to all kinds of people the length and breadth of the state. To reach these people wherever they were, most of the leaders had to travel. A leader was rarely able to meet all of his groups at one location, even in a metropolitan center, where the distances travelled were sometimes the greatest. Merely to be at the same place as participants, the average leader had to spend time, money, and energy getting there, whether he worked in a metropolitan area, a city large or small, a town or village, at a crossroads, or up and down the coal regions. In the rural areas especially, participants likewise often travelled far to classes, and were glad to do it.

Sometimes the leader and his group met each other inside a large, modern school plant, kept open that evening for their convenience; most of the time they did not. They were far more likely to meet in a cold, poorly lighted, and ill-furnished room. As a matter of necessity, groups assembled wherever they could find a place, good or bad. They came together in schools, colleges, churches, factories, office buildings, fire houses, libraries, vacant store rooms, and private homes. Groups were found at the headquarters of such diverse organizations as the Y.M.C.A., Y.W.C.A., Red Cross, American Legion, Veterans of Foreign Wars, Salvation Army, Boy Scouts, and Girl Scouts. In the coal regions and rural districts they met in band halls, grange halls, and miners' halls.

Those were the places. And the people? Children, the young, the old, college graduates, the illiterate, farmers, miners, office workers, day laborers, housewives, and the unemployed; especially the unemployed. Greeks, Italians, Slavs, the Pennsylvania Dutch, and the Negro; the citizen and the alien; the Catholic, Protestant, and Jew. None was barred. Like Lady Liberty, WPA leaders welcomed above all the unemployed, the under-privileged, and the unassimilated. They went to the inmates of hospitals, asylums, and prisons, and to the homebound. In the nursery school was the child who wouldn't eat, sleep, or play; in the boys' club, the idle young man looking for trouble; in the vocational education class, the family head who had no job and no training for one; in the literacy group, the mother who couldn't read the letters from her son in college; in his own home, the sightless, trying to find his way about in a darkened world; and everywhere, the impoverished, bewildered and unemployed.

WAYS, MEANS, AND ENDS - This medley of people, places, and activities was held together by clearly defined methods and purposes, aside from the fact that it gave employment to thousands of teachers and other workers. To begin with, the WPA as Educator went to work in depression days against a background of 12,000,000 unemployed throughout the nation. There, fact, likely to be overlooked during the present, perilous shortage of manpower, conditioned the whole development of the WPA program of education. The primary purpose of that program was to meet the needs and interests of the under-privileged and the unemployed, and to that central purpose we

related all its endeavors, however close they may have come at times to the main stream of education. It was a welfare program that permanently modified educational theory and practice.

A direct attack on unemployment was made through such activities as workers' service, business and vocational education, vocational rehabilitation, adjustment service and guidance, camps for unemployed girls, and the multifarious in-service training given employees on WPA projects. Training and counseling helped when jobs were in sight. The larger problem was to restore the morale of the thousands of unemployed for whom jobs did not exist. To do that a flanking attack was necessary, and it was made by recognizing every essential need and interest of the unemployed and their families, whether related to citizenship, the making of a home, the raising of children, personal health and hygiene, or the world about them. They were taken out of themselves by leisure time activities.

Unemployed young people constituted one phase of the problem. The WPA reached many of them through the CCC camps and the NYA. It reached a larger number directly, organizing them in boys' clubs, in recreation centers, in settlement houses, and in community athletics. It continued their education, taught them skills, gave them means of self-expression, counseled them, and strengthened them physically, mentally, and spiritually. To the problems of these unemployed, young and old, were added the shorter hours and increasing leisure of everyone else. At this point the WPA began to provide constructive leisure time activities for the under-privileged, and others who could not afford the commercial offerings, or for whom there were no offerings at any price. Adult education and recreation was organized among the poor of the cities and in isolated rural districts. With time on its hands, the public in general responded. So it was that the WPA passed from welfare to a notable experiment in the statewide education of adults.

Activities were necessarily based on the immediate needs and interests of participants, under no compulsion to learn what others thought was good for them. Participants were interested only in things of practical significance in their daily lives. Even then they were irked by reading, lectures, recitation, homework, examinations, and other paraphernalia their children had to endure; and when they were irked, they walked out. Adults stayed and learned only when they wanted to. For the adult education teacher the theory of motivation was grim reality. The teacher became a leader; the group replaced the class; the forum, the panel discussion, and the parliamentary meeting were forced out of the picture; recitation paled before discussion; explanation gave way to demonstration; pictures summarized books; geography, history, and civics came alive in educational tours; and every classroom was a laboratory. Groups moreover planned the forums and tours, led and carried on the discussions, arranged the demonstrations, made the pictures and created the laboratories. Through general discussion, parliamentary procedure, committees, and the rest, groups decided what and how they would learn, and then proceeded to learn by doing, with the advice of their leader.

Textbooks were not handed out to students at the beginning of each term. Seldom were there either textbooks or terms. The majority of groups and activities continued just so long as there was interest and learning, changing constantly without reference to course units, except for natural breaks at the Christmas season and at times during the summer months. Under the WPA terms were set up for personnel rather than subjects. Twice during 1935 statewide educational activities were stopped dead by a real or supposed lack of funds; teachers were here one day and gone the next; after August 1939 they were automatically dropped at the end of eighteen months' services; and from the peak employment of August 1940 the number of teachers fell off by fits and starts to zero in February 1943. Neither activities nor personnel were stationary.

There were instructional materials, however, created by supervisors, teachers, and group members themselves. Supervisors prepared sample materials which teachers adapted to the needs of their groups, or which the groups themselves worked over and reproduced. Most materials originated directly with leaders and groups, who knew best what they wanted and needed. Literacy groups mounted pictures, made crayon drawings of American flags, and designed and put together their own workbooks. One woman knitted a large American flag out of gratitude for her citizenship. The foreign-born created dances according to their traditions. Sewing groups designed their own patterns. Original plays were written for production. All kinds of groups assembled reference libraries and kept scrapbooks made up of clippings from magazines, newspapers, and other printed matter. Government publications, Federal, state, and local, were used in profusion.

Teachers prepared whatever materials lay beyond the ability of groups. They worked at lesson plans; created, adapted, and made copies of instructional materials; wrote simplified texts; designed and produced posters and charts; composed and copied music; clipped newspapers, magazines, and pamphlets; obtained government publications; and searched incessantly for fodder to feed their groups. As the WPA program drew to a close, sleek printed materials, desired and sought by leaders for years, appeared from various directions. Supervisors and leaders had made them possible, but they came too late.

The efforts of supervisors and leaders were supplemented with mimeographed bulletins, booklets, and pamphlets issued by a statewide adult education materials project employing young people from the NYA. This unit produced a series of simplified booklets on such vital subjects as food, health, housing, and social security, a monograph detailing the evolution of method and activity in a particular group, and descriptions of various phases of the WPA program, including a history that covered several years. This project, and the creative work of 5,000 supervisors and leaders all over Pennsylvania, left an indelible mark on the development of adult education materials.

THE ORGANIZATION - The size, scope, and nature of the WPA educational program indicate the problems of organization involved. It was necessary to gain the sympathy and aid of sponsors; to procure meeting places, equipment, and supplies; to determine so far as possible community

needs and interests; to assign qualified supervisors and leaders; and to arouse public interest through posters, flyers, street car placards, and newspaper and radio publicity. After that, groups had to be organized in line with their interest and ability; teachers placed in charge of them; daily schedules arranged; the manifold needs of every group provided for; and all groups given a place in the administrative set-up.

That was organization. To maintain and develop the program this process was made continuous. Changes and expansion of activity called for organization; enforced reductions for reorganization. Whichever it was, individual sponsors, leaders, participants, and communities as a whole were all involved. They were all involved because activities were never imposed on communities, but were made to grow naturally out of community life, with which they were closely integrated. To prepare the way for new activities it was necessary to determine community needs and interests, and the degree to which existing agencies were meeting them. Duplication of the functions and activities of institutions, agencies, and individuals already at work in the community was scrupulously avoided. The WPA did not avoid the agencies and individuals themselves, with whom and through whom it made every effort to do its work, frequently organizing them into community councils, advisory committees, and other cooperative and coordinating bodies. This policy furthered the adoption of WPA activities as permanent, locally supported extensions of community life.

Needs and interests determined and community support obtained, it became necessary to assign and train leaders, to publicize offerings, and finally to assemble groups. The teacher-leaders came not only from the teaching profession, but from all walks of life. They represented all ages, occupations, and degrees of education. Among them were the university trained, graduates of colleges and normal schools, and among recreation leaders especially, those who had only attended high school or even only the grades. There were teachers, recreation workers, actors, musicians, artists, ministers, business men, engineers, salesmen, housewives, and recent high school and college graduates without experience. This diverse material was whipped into shape through intensive pre-service and in-service training consisting of observation, demonstration, supervisory interviews and visits, regular staff meetings, and county-wide or area-wide conferences in which outside authorities and sometimes the public participated. Aside from their administrative uses leaders' reports were designed to form a part of this training.

As activities got under way, publicity through the regular channels was supplemented by folk festivals, pageants, exhibits, athletic meets, and other events directing attention to the program. Whenever this publicity failed to attract the notice of special groups like the illiterate, the blind, and parents of under-privileged children, WPA leaders secured their names from public agencies and went to see them in their homes. In the case of the blind the teaching itself was done in the home. At the start of the program members of literacy and naturalization groups also met in private homes until they had conquered their fear of public buildings.

Policies and methods evolved along with activities. It was found that workers' service groups felt more at home in labor headquarters than in the public schools where they had originally met. The more fruitful name and concept of education for family living replaced parent education. The recreational requirements of women and girls began to claim attention. Objectives for recreation in general included in the course of time a year-round program and the extension of activities to isolated rural districts. Home teaching for the blind gained its own supervisors and training conferences. Recruiting for citizenship education groups was systematized with the cooperation of the Department of Justice. As supervisors increased in number, they exchanged administrative duties for more clearly professional duties.

Experience modified procedures. The economy of training the best leaders rather than all of them was reflected in smaller training conferences from which the conferees took forth knowledge and skills to their fellow-workers. Results obtained in the use of leaders' reports as training media showed it was wiser to give leaders latitude in discussing their work than to ask specific questions. From the outset the avowed policy was to keep all reports to a minimum, but practice tended to fuller and more accurate records and to written exchanges of experience. Experience flowered in the production of tested teaching materials for state-wide use.

Trends appeared. Instead of teaching whatever they happened to know, leaders trained to conduct activities the public wanted. The path was cleared through a dense growth of incidental activities to fewer and better cultivated fields of activity. Activities of practical import won steadily over the traditional content and method of education. Against its purely physical expression were balanced the social and cultural aspects of recreation. As they gradually broadened in scope, certain activities absorbed features of other related activities. Teacher-leaders were allowed more payroll time for preparation and training consonant with the breadth of their assignments. To reduce travel expense, a sprawling, unmanageable program was gathered up from far and wide and concentrated in communities where it could do the most good.

These trends and program modifications were the particular concern of supervisors. Technical supervision of the program was entrusted to state, district, county, and unit supervisors; to leader coordinators; and, in lesser degree, to sponsors, community councils, and advisory committees. In charge of the 5,000 leaders were approximately 250 supervisors who had to make community contacts, procure sponsorship, find meeting places and equipment, develop materials, select and train leaders, organize activities, devise schedules, arrange publicity, determine local policies, and supervise the program generally, while clearing at the same time a large amount of administrative detail. State and unit supervisors occupied themselves with special fields and phases of activity. Other supervisors gave their attention to activities in general. Community councils, local committees, and sponsors' representatives served in an advisory capacity. The Pennsylvania Department of Public Instruction was the state-wide sponsor.

This structure of organization through which educational and recreational activities developed harmoniously could not be rigid. It had to yield to changing needs and interests, a variable public opinion, an unpredictable attendance, the attitude and resources of sponsors, wide fluctuations in the number and qualifications of personnel, and regulations galore. The program of education and recreation suffered from being a short-range, emergency program with a long-range philosophy. Seeking to build for the future, it was constantly adapting and improvising this and that. Meeting places and equipment supplied a fitting symbol of the chaos. Participants met in all kinds of rooms furnished in all kinds of ways. They sat on folding chairs and benches, and squeezed into seats expressly designed for their six-year old children.

PAST INTO FUTURE - Through its educational and recreational activities the WPA in Pennsylvania worked for the present and the future. Its immediate and tangible achievements were extensive. Note the record for just two fields of activity over a single year. In 1939, a grand total of 18,935 men and women enrolled in literacy and naturalization groups, learned to read and write, and 10,364 of them became citizens. In the same year highway safety education enrolled approximately 15,000 people. Of that number 11,402 successfully completed the course and secured their driver's license.

Leaders as well as participants benefited. Their morale and knowledge and skills were saved. They found private employment through the contacts they made as WPA leaders. They left the WPA for jobs in community programs for which it had prepared the way. Training built up a reservoir of professional and volunteer workers ready to meet the wartime and post-war needs of adult education and recreation.

As members of community councils and advisory committees, organizations and individuals learned to work together, to coordinate their activities, and to pool their resources. They assumed their share of responsibility for the welfare of the whole community. Fuller and more effective use was made of existing facilities. Local recreation commissions were appointed and budgets set up. Schools, churches, and libraries began to function as community centers.

Activities begun by the WPA were often continued by those community agencies with which it had wisely chosen to work. Nursery schools were opened in the public and parochial schools of several cities. The world's largest municipal park gave permanent employment to recreation leaders who had previously served it in the same capacity as WPA workers. As an ultimate saving to society, a crime prevention association took over a WPA program and personnel engaged in counseling young people. In the fall of 1938 an adult education department was established at one of the State Teachers' Colleges with a former WPA supervisor as Director and Chairman. In the midst of wartime obligations, if not because of them, public agencies are seeking to salvage programs abandoned by the WPA. The Pennsylvania Department of Public Instruction is investigating possibilities for continuing literacy and citizenship education. The State Council for the Blind, working on the basis of a WPA report, plans to inaugurate its own program of home teaching for the blind.

The educational philosophy and methods of the WPA survive its work. Public thinking accepts them already. In wartime practice and post-war planning their place is secure. The public education of children now begins at two. The education of adults according to their needs and interests never ends. Will the trustees of public welfare and culture make the most of trends they cannot ignore?

PART IX

WPA - THE CONSERVATOR OF CULTURE

Comparatively few people associate the WPA with those cultural activities which include the fine arts, library science, writing, and our historical heritage. It is a prevalent and considered opinion that much of the emphasis and development of WPA projects centered around engineering construction and the public welfare. True as this may be, no statement on the activities of the WPA in Pennsylvania would be complete without a discussion of the contribution which the work relief program made to help conserve and preserve the finer things in life - those activities which are ordinarily placed away during disturbed days with the casual and final statement, "Let such matters wait until a more favorable time."

Early in the development of the WPA, it became apparent that personnel was available which could effectively be utilized in operating cultural projects. Included were those who had professional or specialized training and skills in this field as well as those who had experience in related activities and who, with a minimum of direction, could perform useful functions. In addition, it was recognized that such projects would require the services of many who knew nothing of the specialized activities. Among these were clerks, office machine operators, typists, maintenance workers, etc. With employment as the prime consideration, thought was given to the type of cultural activities to be operated. It was ultimately determined that projects concerned with art; historical research and records; library science and development; museum assistance and extension services; music; and writing were feasible. Plans were developed and project operations begun. It is of particular interest to note that these same activities continued throughout the life of the WPA with only minor changes in the scope and operation of the projects. Of course, applications and operating efficiency were increased as the programs were continued from year to year.

The cultural projects, as with all projects, were dependent upon good sponsorship for well-rounded operation. At the program's inception, satisfactory sponsorship was a non-existent quantity. It remained for project supervisors to convince prospective sponsors of the values to be derived. This task was made increasingly difficult in view of the fact that work relief in this particular field was a novel idea and that governmental subsidization of the arts was thoroughly frowned upon in a state which had long rated unusually high in cultural attainment. It remained for the Pennsylvania Historical Commission to recognize the tremendous possibilities available. Their foresight and cooperation were beneficial not only for the projects which they sponsored, but also by reason of the fact that with the Commission serving as a sponsor, a precedent was established for other prospective sponsors. Included were the Pennsylvania State College, the Pennsylvania Department of Public Instruction, and the Pennsylvania State Library. An interesting fact to note is that once sponsorship was undertaken, these sponsors served throughout the life of the program.

INDIVIDUAL PROJECTS - It is difficult to appraise the work of the cultural projects. Undoubtedly a few highlights concerning each will serve to guide as to the scope, function, and accomplishment of each. In Pennsylvania, all activities in the field of fine arts were conducted by the Pennsylvania Art Project. Here unemployed artists, painters, sculptors were utilized - in fact, a place was available for practically any person with skill or knowledge in this field. The project proudly boasted that it produced works of "art in all media including photography". The processes used included everything from easel work and silk-screening to high grade ceramics. The many paintings, murals, ceramic pieces, fine prints, statuary, etc., which today are located in public buildings throughout the state and nation are mute evidences of work accomplished. Of equal importance is the work in the field of design. The contributions made by the Pennsylvania Art Project to the Index of American Design were important; many believe it to be noteworthy. The work in rural folk art, particularly among the Pennsylvania Dutch, is of especial interest. The whole subject of American Design was considered of sufficient importance to have the Metropolitan Museum of Art, New York City, absorb and continue the activity. It should not be construed that project development, operation, and accomplishment was an easy task and free from problems. Errors in management and judgment were made; time was wasted; and methods were frequently inadequate, but in retrospect, the accomplishments justify the operation.

Someone has said, "Pennsylvania has the history; Massachusetts the historians". In the field of history, the Pennsylvania Historical Survey was used as an impetus to historical research and to supplement a very active program conducted by its sponsor, the Pennsylvania Historical Commission. The project delved into practically every phase of historical research and did much to make certain that Pennsylvania does have the history. Today a group of eighty-seven publications, all concerned with source materials on Pennsylvania history, stand as the project's accomplishment record. In addition, a vast and comprehensive file of material has been collected which the sponsor, in continuing the work of the project, will incorporate into forthcoming publications. From the beginning, this project had difficult problems. The field of social science is a limited one, but to employ professional and skilled personnel in numbers to make the results effective was in itself a major accomplishment. Only by developing thorough working procedures which permitted the average intelligent, educated person to be adapted to the program, was this difficulty overcome. Working procedures did not, however, overcome the fact that historical depositories and archival vaults were conducive to a lack of worker enthusiasm. Close supervision and a system of measured daily accomplishment had their inspiring effects but this problem always confronted those responsible for project operation. Eclipsing these problems was the one of finding acceptance for the product. In this regard, the sponsorship of the Pennsylvania Historical Commission was of great value. But even such sponsorship did not entirely overcome the skepticism of the professional archivist and historian. Recognizing this fact and also that every publication must stand on its own merit or the entire program would be discredited, it was early determined that extreme care and conservative, accurate statements were of prime importance. That this policy succeeded

is best evidenced by the fact that of the eighty-seven publications released, publishing costs for all were paid by either the sponsor or by an interested co-sponsor, and that contracts in which co-sponsors had appropriated money for future publications were on file when the project was closed. The publications of this project are today in wide use; copies may be found in practically every library.

CULTURAL RESOURCES EXTENDED - Two projects in this group had as their ultimate objectives, aid to and the extension of cultural advantages. These were the Pennsylvania Library Project and the Pennsylvania Museum Extension Project. The Library Project offered library assistance to public libraries; operated "bookmobiles" which, traveling through rural areas of the state, brought the advantages of the lending library to a greater number of citizens; maintained book repair and binding units; and in some isolated instances, fully staffed and operated libraries in communities where no library had previously existed. It is readily apparent that such a project could employ all the available personnel trained in this work and could also offer training to qualified workers who had not previously had a knowledge of library science. Of equal importance in a program of cultural assistance was the Pennsylvania Museum Extension Project which divided its activities into two general divisions: the production of visual aid devices; and docent service to existing museums. In the production departments of the project were to be found wood-workers, artists, painters, metal-workers, general artisans, in fact, any skilled craftsman whose services could be effectively used to produce the many items of educational and historical interest which were prepared for classroom and exhibition purposes. A progressive system of up-grading ambitious personnel within the project was used to satisfactory advantage. The traveling exhibits prepared by the project and made available to all schools attracted national attention. Many of the established museums in the state took advantage of the docent service available from this project. This service provided personnel for lecture and demonstration work, assistance in developing museum exhibitions, as well as for guides for routine visitation work.

A review of the activities of the projects which aided cultural advancement makes one conscious of the many problems to be solved before efficient operation could be established or maintained. The manufacturing shops offered every variety of employment, production, and efficiency problems common to private industry. In supplementing the work of regular museum docents and of trained librarians, personnel selection and training problems were of paramount consideration.

ACTIVITIES FOR THE GENERAL PUBLIC - The Pennsylvania Music Project and the Pennsylvania Writers' Project offered yet another service in this field and were intended to provide cultural opportunities for the general public while providing employment for musicians and writers. Both projects were operated throughout the state and gained general public acceptance. The Pennsylvania Music Project made available rehearsed and well organized orchestras, bands, and ensembles for every kind of public function. The urban centers of the state all had large concert orchestras and bands while the symphony orchestra operated in Philadelphia achieved an

unusually high degree of artistic attainment. Concerts were presented on an established and well-advertised basis and were very largely free to the public. In addition to making good music available to a growing audience, the project provided young soloists and composers an opportunity for recognized public performance. A statement of what happened is easy - to actually effect such happenings had its share of difficulties. Thorough organization and a well-planned program were effective means of overcoming most of these problems. The favorable press reviews on the public performances attest the final accomplishments of the project.

Just as the music project endeavored to provide cultural advancement for all the people in its field, the Pennsylvania Writers' Project was designed to do the same thing in another field by means of brochures, lectures, radio programs, and published books and pamphlets. As with the work in history, the list of published books produced stands as evidence of accomplishment. It should be pointed out that a very high percentage of all of the publications released were paid for by co-sponsors or were published by commercial companies. The work of the project attempted to include subject matter which might command the interest of the general reading public as well as being factually informative. To employ personnel with varying degrees of skill and experience in writing, select and prepare interesting material, and finally effect publication was in itself a well-defined business. To perform these functions on a volume basis served to multiply the problems. However, the released publications are indicative of the manner in which such problems were surmounted.

THE PROGRAM CLOSES - In the last year of operation, it is significant to review how all of these projects redirected their activities to serve the war effort when such changes became necessary. Visual aids for war training classes, instructional manuals for war purposes, morale bulletins and publications, posters and billboard displays, newspaper services concerning "home front" news, music for bond-selling rallies are only a part of the war services performed. Regardless of these changes, the projects in this field during their years of operation accumulated considerable physical property and assets, but more important, public good will. The gains in the extension, preservation, and conservation of our cultural resources are evident to those familiar with the work of these projects. Close examination will reveal that one fact remains: the WPA may definitely be termed a "conservator of culture".

PART X

WPA - THE VOCATIONAL INSTRUCTOR

As part of the program operated by the Work Projects Administration in Pennsylvania, it was necessary to teach workers new skills both in order to meet the need for skilled workers and to correlate the employment load with the types of skills required to operate certain projects. The knowledge, abilities, and skills of the unemployed had to be fitted into the jobs available on approved projects. At times this could be done readily; at other times, retraining was necessary. Skills very often had to be taught to persons unskilled in any line. The acquired skills helped to return workers to employment in private industry.

Whenever possible, workers were assigned to jobs that exercised whatever skills they possessed. Otherwise they were assigned to jobs on which they learned new skills. A few persons showing the desired aptitudes were given an opportunity to do supervisory work on projects. If project requirements in the way of skills could not be met by any of these alternatives, other projects were organized specifically to give the needed vocational training.

IN-SERVICE TRAINING - Workers almost always acquired new knowledge and skills while employed on WPA projects. In this way they increased their usefulness on the projects themselves and to society in general. This acquisition of knowledge and skills resulted from a genuine in-service training program conducted throughout the state. Among the kinds of work for which in-service training was given were the following:

As aides to nurses	Foremanship
General hospital work	Supervisory
Leadership in adult education and recreation	Brick laying
Map-making	Operating construction equipment
Model building	Operating office equipment
Poster printing	Operating sewing machines
Clerical	Timekeeping

In-service training in timekeeping was provided through classes organized for that purpose. In these classes timekeepers were made familiar with Federal procedure in timekeeping and with the necessity for accurate reporting of time.

VOCATIONAL TRAINING UNDER THE ADULT EDUCATION PROGRAM - Under the Adult Education Program vocational training was organized for general public participation, for special groups preparing to enter war and other private industries, and to meet certain requirements of the WPA work program. Statewide training programs, as well as individual groups, were organized to accommodate one or more of these broad classes of participants. While the immediate aims of participants differed, their training

in most cases contributed directly or indirectly to their eventual employment as war workers or workers essential to the civilian economy.

In the Adult Education Training, classes were taught such knowledge and skills as are needed by the following occupational groups:

Bookkeepers	Plumbers
Clerks	Radio repairmen
Cooks	Recreation leaders
Electricians	Stenographers
Hospital workers	Tool makers
Mechanical draftsmen	Watchmakers
Nurses' aides	Welders

Groups in first-aid education were organized in all parts of the state. In consequence, when the United States entered the war, many persons who had received instruction in these groups were able to assist the offices of Civilian Defense as teachers of first-aid. The original purpose of the WPA program of first-aid education had been to place a trained first-aid worker on each project. The scope of the program was later extended to include special groups outside the WPA and the public in general. Under the state-wide Highway Safety Education Program safe driving schools were organized and operated in a number of communities in Pennsylvania. In the safe driving schools both classroom and road instruction served to impart the knowledge and skills needed for the safe driving of automobiles.

This glance at the in-service and vocational training programs reveals how comprehensive was the provision made for training by the WPA. The training program as a whole helped workers to do a better job on the WPA, and prepared them to take their place in war industries. Only by the acquisition of new skills and vocations did it become possible for them to do that.

PRESERVATION OF KNOWLEDGE AND SKILLS - Whenever possible, workers were assigned to jobs in which they could use knowledge and skills already acquired. In this way skills important to the social and economic welfare were preserved. We can list here only a few of the occupations in which workers were able to apply and so retain their knowledge and skills:

Accounting	Music
Administration	Office equipment operation
Art	Recreation leadership
Construction equipment operation	Repair of equipment
Dramatics	Teaching
Home nursing	Writing

For these workers the transfer from the WPA to private employment was made easier because of the opportunities they were given to exercise their knowledge and skills.

SELECTION OF WORKERS FOR TRAINING - It has been indicated that three principal forms of vocational training were provided to WPA employees: training while on the job, known as in-service training; training in groups conducted under the Adult Education Program; and training through other special classes and projects. With few exceptions the groups conducted by the Adult Education Program were open to the general public, and the leaders of those groups were prepared to welcome anyone wishing to join. In the case of groups organized primarily for WPA employees, the selection and assignment of trainees had to be made with care. These factors especially had to be taken into account: age, health, education, experience, aptitude, and proved leadership ability. On the basis of these and other factors the training was so planned as to be of value to the workers themselves, to the work program, and to the demands of private industry.

DEFENSE TRAINING THROUGH ASSIGNMENT TO VOCATIONAL TRAINING SCHOOLS - In 1940 the WPA program anticipated a shortage of skilled workers in private industry. On July 1 of that year was organized a vocational training program for the purpose of training defense workers and of placing them in war industries. With the cooperation of the Pennsylvania Department of Public Instruction, representing the U. S. Office of Education, and of the local school districts throughout the state, a large number of WPA employees were assigned to vocational training schools.

DIVISION OF TRAINING AND REEMPLOYMENT - As of July 1, 1941 a Division of Training and Reemployment was established in order that the WPA might conduct a training program more comprehensive than that afforded by the assignment of workers to vocational training schools, which had been the sole means of training outside WPA in the fiscal year ending July 1, 1941. After July 1, 1941 in addition to vocational schools, trainees were placed in industry, in shops auxiliary to the WPA training program, and at airports. In-plant training was given in those industries in which trainees might later qualify for employment. A variety of courses was given in the fully equipped auxiliary shops rented by the WPA. Aircraft servicemen were trained at airports. At the airports, and in the vocational schools and auxiliary shops, instruction and supervision were furnished by the Department of Public Instruction. For the in-plant program, industry itself furnished the teachers and supervisors. While in training, all WPA trainees with the exception of those assigned to in-plant training, were paid the wages prevailing in other parts of the work program. In-plant trainees received the wage fixed by industry for apprentices in the type of work they were doing.

The Division of Training and Reemployment was represented in both the state and district offices. Its principal function, as just described, was to select and refer qualified persons to training centers. To do that, the division found it necessary to cooperate closely with other Federal agencies such as the U. S. Employment Service, as well as with industry and local school districts.

The selection of workers to be trained presented problems from the standpoint of supply and suitability. At the start of the program the

supply of trainable workers was large. As time went on the supply gradually decreased. Concurrently, as the standards for employment in private industry were relaxed, a larger percentage of the available workers could be classified as trainable. In the course of selecting trainees, interviews were conducted, education and work backgrounds studied, hobbies noted, and due weight given to the workers' interest in training. Their assignment to training stations in local schools was contingent upon the approval of the designated school official, while those assigned to in-plant training were approved by representatives of industry. Trainees were assigned to courses in:

Aircraft manufacture and maintenance
Automotive mechanics
Blueprint reading
Electric and gas welding
Electricity
Forging and blacksmithing
Foundry work
Garment and textile manufacture
Inspecting and testing
Machine shop practice
Pattern making
Radio and communication
Sheet metal work
Shipfitting

It remained to place in war industries trainees who had satisfactorily completed their courses. This was done with the cooperation of industry itself and the U. S. Employment Service. The percentage of placements was high, and to that extent war production benefited. But not only were trainees given an opportunity to make their contribution to the war effort; many of them had discovered new vocational interests, and for some, wartime jobs may well become peacetime occupations.

PART XI

WPA - THE WELFARE AGENCY

The emergence of the Work Projects Administration as an agent in the field of welfare was a gradual process reflecting economic conditions and a growing social consciousness in the nation. Demands were made for the extension of existing services to a large new group of people and for the innovation of other services. Established public and private agencies were financially unequal to the emergency. Their overburdened facilities were proving grossly inadequate. Quick to seize on possibilities for the constructive employment of unemployed professional and other people, those responsible for WPA planning encouraged the development of certain activities from which a broad welfare program eventually emerged.

CLOTHING PRODUCTION - After the five lean years of the early thirties, it was natural to plan in terms of such basic necessities as food and clothing. Starting in July 1935 with a few small sheet-producing sewing rooms inherited from the State Emergency Relief Board, the WPA had the bulk of its own sewing program well under way by the end of the year. When thousands of women received their first pay check before Christmas 1935, it marked the culmination of months of effort by state and local WPA organizers to "sell" communities on the value of giving women jobs and security to produce the essentials of comfort and self-respect for hundreds of families.

Community acceptance and sponsorship were only the beginning. In setting up a project there were buildings to locate and condition; equipment and furniture to procure; production and work plans to develop with a view to the purchase of textiles and supplies; and supervisory and clerical personnel to be interviewed, employed, and trained. From this beginning grew a production program that never ceased to employ the majority of non-construction workers in the WPA. Of the high level of industrial technique and efficiency it attained, convincing evidence was offered by the quality of millions of shirts, trousers, dresses, and countless other garments eagerly sought by needy individuals and public institutions. Mattresses and comforts were fabricated for indigent medical cases. A pattern and garment-designing unit assisted hospitals and public institutions for the insane to design special garments for their inmates. This was undertaken in addition to the routine designing of new or improved patterns for general clothing distribution.

Constant and detailed effort went into textile purchasing where quality, design, color, and balanced quantities had equal importance for the morale and practical needs of the families destined to receive the finished garments. A few of the factors influencing production plans were style preferences, occupational requirements, the physical characteristics of people in various localities, climatic differences, and the number and sex of school children, and of elderly or middle-aged adults.

The varied and complex activities needed to support this vast organization gave employment to many who were not in production itself. The purchase of supplies and equipment had to be planned with reference to production, finance, housing, and personnel. The warehousing, shipping, and inventory problems involved in the handling of large quantities of supplies demanded the employment of laborers, drivers, accountants, and other workers.

CLOTHING DISTRIBUTION - Clothing made by the WPA was distributed to families certified by the Department of Public Assistance, to temporary clients of local public welfare departments, to children in foster homes, and to the young and old in public institutions. Specially designed clothing was distributed to hospitals receiving state aid. At distribution centers convenient to urban and rural transportation facilities, clients were given an opportunity to specify the types and sizes of garments they needed most, and even to state their color preferences. At regular intervals each client was notified by the WPA to appear at a distribution center for his quarterly allotment of clothing. While notices were prepared and mailed on a quarterly basis, provision was made for emergency or supplementary clothing orders when natural disasters, fire, illness, or desertion created an immediate need, properly attested by a public health or welfare agency. In large central storerooms thousands of garments of different types and sizes were sorted and packed for shipment to the local distribution centers. The WPA distributed an average of four million garments a year.

FEEDING - The ability to purchase food was given to needy families in the form of state and Federal cash grants. To supplement cash grants, the Federal government undertook to make additional food supplies available through the use of actual food surpluses in the nation. Although State Assistance machinery was mobilized to distribute most of the food, at no time was there an appropriation equal to the cost of operating a warehousing and trucking system capable of covering every hamlet and township in Pennsylvania. To relieve this situation, the WPA augmented state facilities by assigning laborers, accounting clerks, typists, and for a time a fleet of trucks, to the surplus commodity program. When the Food Stamp Plan was introduced, the stamp offices were staffed largely by WPA clerks.

Recognizing at length that public institutions, in common with individuals, were being forced to operate on reduced budgets, the Surplus Marketing Administration approved the extension of warehouse distribution activities to hospitals and state institutions, and to school districts serving mid-day lunches. Aware of the value of extending school lunch services to districts unable to assume the burden alone, the WPA campaigned for the idea of school lunches conducted with WPA assistance. In time thousands of undernourished school children, not all of them coming from needy homes, were enjoying hot lunches daily, free or at cost, and served in clean, cheerful rooms by WPA workers. Much of the food came from the surplus commodity warehouses, but parent-teacher and church groups frequently provided funds for modern equipment and additional foods. The regular attendance, good conduct, and alertness resulting from the improved health of thousands of school children who partook of school lunches daily, must be attributed in large part to the careful community planning, job training, and balanced menus for which the WPA was responsible.

As the public demand for hot lunches increased, steps were taken to enlarge the food supply and to effect economies in operation. With the technical advice of WPA supervisors, school districts and civic groups combined their efforts to develop garden and food preservation units. The same cooperation was extended in canning activities where efficient, sanitary methods and pure food standards were taught to volunteers and WPA cooks alike through extensive on-the-job training courses. As a result of these activities there were on hand, for the 1942-1943 winter of food scarcity, a hundred thousand quarts of canned fruits and vegetables; thousands of pounds of dried corn, beans, peas, and apples; hundreds of bushels of stored potatoes; and tons of cabbages. The same winter found facilities in readiness not alone for school children, but also for victims of possible natural disasters and war emergencies. The finest thing to come out of the feeding program was the aroused awareness among educators and the general public of the community's stake in feeding its children, as much for the ultimate health and welfare of the nation as for the immediate good of the children themselves.

HOUSEKEEPING AID - In an effort to alleviate domestic crises in needy homes where the mother was temporarily bedridden, or where the homemaker was incapacitated by old age, a home assistance program was introduced into hundreds of communities. Planned jointly by the WPA and community welfare agencies, central units, each consisting of a business office and simple model apartment, were set up for training and referral purposes. In a model kitchen and bedroom, housekeeping aides learned practical methods of cooking inexpensive meals, of laundering and mending the linen and clothing of a representative needy household, and of caring for sick mothers, young children, and the aged. They received instruction in the making and repairing of furniture or household equipment from scrap items with the result that homes serviced by housekeeping aides showed improvement in decoration as well as neatness and cleanliness. Where possible, garden foods were preserved at the centers and later released for distribution to indigent families.

Aides chosen for character and good health were carefully trained in human relationship problems. They eased critical home situations until permanent family arrangements could be made. Into countless homes where the burden of day to day existence had overwhelmed the homemaker, they introduced the basic standards of nutrition, cleanliness, and orderliness. In a period of several years over two thousand aides entered tens of thousands of needy homes in Pennsylvania. They demonstrated that Housekeeping Aid should figure permanently in programs and budgets relating to the public welfare.

CHILD PROTECTION - Another aid to mothers in needy homes was the Child Protection Program, which began as a daily nursery school service for children from two to four years of age. In 1942, as a national defense measure, facilities and plans were extended to include children aged

two to five whose mothers were working in vital defense industries. Also considered were those whose home life had suffered the loss of members to war industries or the armed services. In the establishment of nursery schools the WPA (1) assisted community committees with the organization of schools, (2) assigned, trained, and supervised nursery school personnel, and (3) made available Federal funds to augment sponsors' contributions toward the purchase of food and equipment.

Nursery schools, each enrolling about thirty children, were maintained in public schools or other buildings in over a hundred communities. Children attending for six hours daily enjoyed supervised play, a warm noon-day meal, rest periods, and training in good habits. Through daily routine, such as eating and sleeping, teachers guided the children in forming good habits and learning self-reliance. To most of the children the hours spent in nursery schools gave that physical comfort and sense of personal security which their parents were temporarily unable to provide. Homes and communities will profit through the better health and early training of their children.

Where nursery schools could not be established, morning and afternoon play centers were conducted by WPA leaders in safe, well-equipped play yards or rooms. At the play centers only crackers and milk were served. Enrollment was free to children aged three to six.

HEALTH - The WPA entered the field of public health at a time when state and local funds were lacking for the extension of badly needed services. At first the WPA acted chiefly as a cooperating agency, furnishing the office and field personnel required by such sponsoring committees as the Emergency Child Health Committee of Pennsylvania. Later, a large WPA staff was engaged in planning and initiating activities with agencies that included the U. S. Public Health Service; state and municipal health departments; state and local educational, welfare, and medical groups; and committees interested in the public health program as a whole.

Early WPA activity in the health field was directed wholly to children. Secretarial, nursing, and nutritional assistants, assigned to work with the Emergency Child Health Committee, made home visits to families on relief, afterwards arranging for their examination and care. Under the sponsorship of the Pennsylvania Department of Health a survey to locate crippled children and to arrange for orthopedic attention was made in a number of communities by unemployed nurses. Examination and nursing service was introduced into many fourth-class school districts where a steady development was evidenced.

While defects such as diseased tonsils or poor teeth and eyes were successfully treated or corrected, perhaps the greatest good was accomplished through preventive medicine. Vaccinations, inoculations, and Schick tests, together with home instruction in nutrition, brought prospects of good health to thousands of poor children whose physical welfare had been jeopardized by poverty and ignorance.

As the problem of national defense came to the fore, the prerogatives of the nursing profession were slightly abated to allow the use of nursing aides and helpers in hospital activities. Through the WPA Hospital Assistance program, several hundred women were trained for that purpose in all phases of institutional work and were then assigned to understaffed hospitals. Of particular value was the provision of such non-professional personnel as clerks, laundresses, kitchen helpers, and general utility workers. Individual hospitals each requested approximately twenty trainees and at least as many service workers.

Wartime conditions once more drew attention to venereal disease as a menace to public health. From an initial effort to help out serologic laboratories taxed by Selective Service demands, WPA participation came to include nursing and clerical assistance to clinics, a training program for contact tracers and clinical follow-up workers, and aid to public health agencies in their educational programs. While the technical character of the work required supervisory personnel of professional standing, and pre-service training for other employees, the majority of the workers were raw recruits, many of whom later qualified for permanent employment in the public health field. In addition to the actual accomplishments of these various services when measured in terms of examinations, treatments, cures, and preventive medicine, the need and value of new public health services were demonstrated.

WELFARE IN DISASTER - In times of disaster the public turned instinctively to the WPA which was flexible enough to divert its resources quickly and efficiently to the stricken areas. When floods made homeless the residents of whole sections of communities, its entire welfare machinery went into action on a twenty-four hour schedule to feed, clothe, nurse, and otherwise relieve the victims. Workers and supervisors from the feeding, sewing, housekeeping aid, and health projects were transported to the scene regardless of geographical location or scheduled hours. Food kitchens were set up and maintained long after the immediate emergency had passed. Trucks dispatched to the flood area from all corners of the state carried clothing and bedding for free distribution to families made destitute.

Floods figured among the big emergencies met by the WPA. Little emergencies were more or less routine. In spite of long hours on icy roads, frequently in darkness, health workers, school lunch cooks, truck drivers, housekeeping aides, and technical supervisors brought counsel, food, and other help to cheerless homes and isolated schools. In their private cars they transported sick children to clinics, carried supplies to projects when supply trucks broke down, and conveyed workers from distant projects to training institutes or temporary duties.

THE FUTURE OF WELFARE - From the welfare activities of the WPA there developed a new social consciousness among the hundreds of thousands of persons affected. Those who benefited directly gained a new conception of food in its relation to health; and of neatness, cleanliness, and discipline in their relation to self-respect. Sponsors and community leaders

began to envision a future where broad welfare services will become a normal public responsibility. In consequence of the WPA Welfare Program, a significant portion of Pennsylvania's people will discharge more wisely their duties as citizens because they learned for the first time the meaning of the American way of life.

PART XII

WPA - THE MORALE BUILDER

The work program of the Work Projects Administration was one of the crutches on which the State of Pennsylvania, along with the rest of the nation, limped out of the depression. It was the same crutch on which upwards of a million men and women in the state limped forth from helplessness and despair. The work program restored self-respect as the dole could never have done.

To thousands of destitute individuals and families, relief in the form of a dole came as a bitter necessity. It meant a loss of self-respect and sacrifice of the none too high standards they had come to know. Denied an opportunity to work for a living, they were looked upon as social outcasts who got their food and shelter at the expense of respected citizens who owned enough or earned enough to pay taxes. They came to be regarded as less competent than others, and, utterly discouraged as they were, believed it themselves. These were the people who in normal times had done very well as managers, proprietors, professional employees, and construction workers. Through employment on the work program these people were once more given a right to work. It meant for them the recovery of dignity and decency. This human factor approached in significance the tangible accomplishment of the program.

MORALE OF MEN AND WOMEN - The WPA began its existence to salvage men and women whose shattered morale could not be bolstered by a dole. To the WPA State and District Offices they came in thousands to find employment in place of charity. They came despondent and desperate. In their faces and manner was written, plain to see, the hopelessness that WPA was meant to challenge. The young people could find nowhere to begin; for the old, nothing was left. Employers who could offer nothing to youth had no tears for the aged. Young people just out of college, many with large debts to pay off, had talents, an education, and no place to go. They were only another lost generation. Their elders were being frantically assured that life begins at 40.

Homes were sold or lost. Insurance policies were cashed in. Stocks and bonds were given up, if they weren't already worthless. Savings were exhausted down to the last penny. Reputable citizens contracted debts, well knowing that they would not and could not pay them. Families and individuals went on and off direct relief, seeking to get a toe-hold on the standard of living they once knew. Poor health resulted from the lack of sufficient and nourishing food, inadequate shelter, and the need of medical care. Wives and children went without food and clothing. Men were fast forgetting and losing the skills by which they had supported their families. In many families the tension between husband and wife, parents and children, was nearing the breaking point. Reproaches flew

back and forth; erstwhile breadwinners grew sullen. The heads of families lost their own self-respect and the respect of their dependents. Family life disintegrated. This picture the dole had not been able to alter. Jobs were needed to do that.

THE MORALE OF COMMUNITIES - The morale of communities had deteriorated along with that of their citizens. Whole communities showed the effect of the terrific toll taken by the depression years. The interiors of theatres and motion picture houses were gathering dust. Stores were empty. Business establishments failed. Banks failed. Factories were idle. Everywhere the superfluous sign, "No Help Wanted." College graduates trained as teachers were greeted by reductions in teaching staffs. Curtailment of educational offerings followed. The enlightened subjects and activities of other days were branded as frills. The social and cultural life of communities declined. There could be nothing like physical improvements. More than one community gave up the struggle to hold on to those assets that had contributed so much to its economic, social, and cultural life. The dole failed to rehabilitate communities, just as it had failed to rehabilitate men and women. Communities are built with the hands.

WORK RESTORES MORALE - Low as morale had gone, enough spirit still remained to individuals and communities to make them aware that rehabilitation was badly needed. But being aware of the need was not the same as having a plan to meet it. The plan itself came from the Work Projects Administration. To several hundred thousand of the unemployed the work program of the WPA in Pennsylvania gave jobs in place of the dole. To make certain that the available jobs would go to those in greatest need of them, the program required applicants to be certified as relief cases. Given jobs, those formerly on relief earned the money they received; they were no longer recipients of charity. In appreciation of the work that had taken the place of their dole, many WPA workers asked to be assigned to "tough" jobs.

It was deeply satisfying to workers to watch a project of permanent value take shape from day to day. They saw with pride the improvements they were helping to make in their own communities. Service workers were thankful for the opportunity to make lives better and happier. Along with it all, they were preserving the knowledge and skills that made their livelihood.

JOBS AND MORALE - The reawakening of morale took place in ways that could be seen and understood. On the work program only subsistence wages could be paid. Yet out of those small earnings some few contrived to pay back the money they had received as relief. A much larger number made a valiant effort to pay off rent and store bills long past due. Hard pressed landlords and merchants made known their gratitude for the small sums of money given them by employees of the work program. Businessmen noticed a revival of trade. Whole communities came to life under the stimulating effects of the program. The revival of economic life went hand in hand with the revival of personal and community morale.

Personal morale revived because workers were expressing themselves through work. Work, keeping their minds and bodies busy, was the tonic they needed. Their health improved. In spirit and attitude remarkable changes occurred. Discouragement and discontent began to disappear. There was less inclination to cause disturbances of one kind or another. A new lease was taken on life. All these were signs of returning morale, as certain as are the signs of returning health in a patient who has undergone a serious illness. As he improves, the patient has an appetite for more and better food. He asks to see friends and shows a renewed interest in everything around him. The symptoms of illness give way to symptoms of recovery. In the worker who had found a job, the symptoms of despair gave way to symptoms of returning hope. Work was what was wanted, needed, and provided.

Morale was restored by satisfying certain needs and desires. Employees of the WPA were able to buy again such basic necessities as food and clothing. After the basic necessities were bought, some of them had a little spending money left over. To have some loose change to carry about in their pockets gave them a sense of security they had not enjoyed for a long while. They gained not money alone, but opportunity. Workmen found themselves still able to master new skills. Those wishing to return to private employment, and that was all of them, took hope from the experience of other employees who left the program for jobs in business and industry. The WPA was a new kind of employer, giving jobs wherever they were needed. It was expected, and rightfully so, to encourage its employees to seek other employment. Nevertheless, workers were not compelled to leave WPA employment for private employment where wages and working conditions were sub-standard.

Citizens of the United States above eighteen years of age, regardless of race, sex, and previous station in life, were given employment on the WPA work program. The old and the young found equal consideration. The disabled, believed by private industry not to be employable, were placed advantageously. The morale and skill of the young, old, and disabled, were preserved or restored. This happy outcome was due largely to the guidance, encouragement, and sympathetic understanding received by workers from the foremen, supervisors, superintendents, and teachers employed on the WPA. Supervisory employees and teachers seldom heard the praise they had earned.

SERVICE AND MORALE - Morale was revived by jobs. It was also revived by the projects that furnished jobs. The value to morale of physical accomplishments such as educational and recreational buildings, parks and fairgrounds, athletic fields, playgrounds, and swimming pools was readily perceived. Likely to pass unnoticed was the contribution of related service projects. No other could have affected more closely the mental and spiritual health of millions of men, women, and children.

The walls of schools, post offices, and other buildings were embellished with murals. Artists, who later exhibited in commercial galleries, were given a chance to prove their talents while they made a living; sculpture, paintings, drawings, and prints were commissioned and shown in special exhibitions. Lectures on art, supplemented by demonstrations of

technique, were given. Plays, marionette shows, and other forms of theatre entertainment were staged. Music concerts were given daily; free or at a nominal charge.

The WPA, teaching them to read and write, and making them familiar with the rights and duties of an American citizen, helped thousands of aliens to gain their citizenship. Once citizens they could continue their education, alongside the native-born, in Americanization and elementary classes. For industrial and agricultural workers was provided instruction in English, parliamentary procedure, public speaking, current events, health, consumers' problems and science, and leadership in recreational activities including crafts, dramatics, music, and various forms of social recreation.

Community centers open to the general public, and to young people especially, were staffed, and sometimes equipped, by the WPA. In those centers programs of educational and recreational activities were conducted. In hundreds of communities leadership was provided for school and instrumental groups and ensembles. Leaders were assigned to playgrounds. Nursery schools meant play, nourishment, and wholesome physical and mental growth to thousands of underprivileged children between the ages of two and four. The mothers and fathers of those children were awakened to the responsibilities of parenthood. For adults and children in all parts of the state the way was opened to new interests, new skills, and new outlooks on life.

Adult education means continuing education. It was itself a sign that men and women had taken hope and once more were looking forward. It was but one symptom of recovery in a commonwealth that regained its health because the WPA had restored the self-respect, dignity, and morale of its people. Thus the nation having met its internal stress, was at the time of grave peril from outside sources, ready and strong to meet the spiritual and physical strains of war.

PART XIII

WPA - THE WARTIME AGENCY

When the need for a broad defense program was recognized, special provisions were made for WPA participation. Once again the adaptability of the WPA in Pennsylvania was tested. With its flexible, statewide organization, the WPA quickly adjusted itself to the needs of the Army and Navy, and of state and local defense agencies. In some cases only a slight reorganization or change of emphasis was needed. During the years preceding the wartime emergency, the WPA had done many of the kinds of work designed to strengthen the national defense. From the start of the program in 1935 to its conclusion, projects of wartime value to the state and nation were carried on. The major part of the work done on defense projects differed in no essential way from that of normal project operations.

The new emphasis on defense activities, however, affected the relative importance of existing projects. Workers were shifted to those projects considered most important to the war effort. Each month an increasing proportion of workers were employed on defense projects. The WPA was enabled to play its part as a wartime agency through special legislation enacted by Congress authorizing the exemption of certified defense projects from limitations applying to other WPA projects. Projects certified by the Secretaries of War and the Navy as being of military or naval importance were exempted from the limitation of $6.00 per man-month for non-labor expenditures from Federal funds. The same projects were also exempted from the requirement that no more than three-fourths of the total cost of non-Federal projects could be paid from Federal funds, from the ruling against the construction of any building costing more than $100,000 in Federal funds, and from normal operating regulations with respect to hours of work and monthly earnings.

Preference in operation was given those projects certified as important by the War or Navy Departments, which largely determined the scope and nature of WPA wartime activities. Army and Navy designations of projects did not preclude the operation of non-certified defense projects, but did exercise considerable influence on the types of defense work undertaken by the WPA, which operated many worthwhile wartime projects not requiring Army or Navy certification, with its exemptions, for their successful operation. Some of these gave assistance to local defense agencies, while others brought about needed improvements in communities affected by enlarged military reservations or by expanded defense industries.

CONSTRUCTION AND NATIONAL DEFENSE - In the construction field the WPA in Pennsylvania made one of its most significant contributions to the nation's war effort. The state has within its boundaries a number of military and naval centers. In these centers were constructed hard-surfaced roads, making it unnecessary for trucks and equipment to move through

axle-deep mud in wet weather and for men to wear masks as a protection against the dust during dry weather. Buildings were constructed for various uses. Some were enlarged, others improved by modernization.

Sanitary facilities were provided and improved through the laying of sewer and water lines. Space was made available for storage and for better indoor recreation programs. Through the building of rifle and artillery ranges, training facilities were extended. Landing fields constructed on reservations made them more easily accessible through the wider use of planes by personnel. Time, an important factor, was saved by the use of these fields. Certain types of training involved maneuvers on water. In order that such training could be given, WPA was called upon to build dams, which service men were also able to use for recreation. Landscaping was done. This beautification was conducive to good housekeeping, sanitation, and morale.

The types of construction work completed in military and naval centers had undoubted value for the war effort. Outside those centers much construction work of similar value was performed. Throughout the existence of the work program employment was provided by the construction and improvement of airport and airway facilities which played a significant part in vital airport development. Work was done on civil airports designated by the Army. These civil airports became part of a system for the cross-country movement of air forces and for the concentration of military aircraft in strategic areas. Runways and various types of buildings were constructed. Plane-tuning areas, taxi strips, entrance drives, and field and contact lighting systems were provided.

Access roads to military and naval centers and to defense plants were urgently needed. The sites of some camps and industries could be reached only by narrow dirt or macadam roads never intended to bear heavy traffic. New access roads were built. Existing roads were widened, drained, and surfaced. If city streets were used as access roads, it was sometimes necessary to widen and surface them.

A great network of highways in the state was enlarged and improved. Highways were widened. Bridges not wide enough or strong enough to carry heavy loads were replaced or reconditioned to give the needed service. Over the new network of highways the movement of troops and equipment was effected more easily, quickly, and safely.

SERVICES AND NATIONAL DEFENSE - Another valuable contribution to the war effort was made in the form of numerous and varied services provided by certain WPA projects. These services contributed to the training of men, to the strengthening of civilian morale, to caring for the children of war workers, to the solution of problems confronting communities deluged by war workers, and to the renovation of clothing for the military forces.

From its inception, the WPA in Pennsylvania operated a program for unemployed artists who produced actual works of art, as well as demonstrating techniques of art media to the general public. With the coming

of the war this emphasis was changed completely. In its revised form the program made a valuable contribution by designing and producing posters, brochures, murals, and ceramic insignia plaques for the Army, Navy, Marine Corps and Civilian Defense agencies. Camouflage solutions were created and assistance given in general camouflage work. Visual aids have proved their value in the training of military forces as well as in technical and vocational schools. A unit of the WPA organized for the purpose of assisting publicly owned and operated museums in preserving, repairing, cataloging and indexing exhibits and displays, changed its work during the emergency to that of producing charts and maps, and small replicas of aircraft, ships, and machines. The military and naval forces, as well as the technical schools, found these replicas of inestimable value to instruction and seemed unable to get enough of them.

Music is well known as a morale builder. In many cities and communities the WPA furnished musical talent for Victory Bond rallies and patriotic celebrations. Dance orchestras, concert bands and orchestras, and string ensembles were supplied to civilian defense meetings and to military and naval centers. Informational services were maintained for the Office of Civilian Defense. Morale bulletins were prepared and reproduced for distribution throughout the state.

During wartime the question of health takes on added significance. The WPA was particularly active in the field of child health. Undernourishment among school children was overcome by an extensive school lunch program operated throughout the state. In nursery schools children underwent daily health inspection. Pre-school play groups had the benefit of supervised play, health inspection, and other measures for safety and health. The WPA promoted and assisted with health education, all phases of medical and corrective care, and planned programs for safeguarding the health and welfare of children. An acute need for army nurses was met by the institution of a Hospital Assistance program, by means of which registered nurses were relieved from hospital duty for assignment to active service with the armed forces.

The control of venereal disease, particularly in areas adjacent or contiguous to military and naval centers, has always presented a problem of great magnitude and difficulty. Through clerical assistance to state and local health authorities and agencies, the WPA enabled these sponsors to extend the scope of their activities. Field, professional, and technical assistance was provided and a program of public education promoted. A central registry file was planned. Venereal Disease Clinics received additional help. Training and laboratory services in mass industrial serologic examinations were implemented. The WPA helped with the installation of a mechanical Venereal Disease Reporting System on a regional basis.

As always during a time of national crisis, certain demands in adult education had to be met. First aid instruction was given and through citizenship education the foreign-born were prepared to assume American citizenship. The attention of parents and other family members was directed to matters relating to family health and nutrition and to the physical

appearance of the home. They were shown the use of the needle and sewing machine in the construction and remodeling of garments. War nerves, long working hours, and military encampments make recreation a wartime necessity. Recognizing this fact, the WPA arranged for the booking and transportation of entertainment to military camps and hospitals. Activities were organized and supervised in community centers where men, women, boys, and girls congregated during their leisure time. Playgrounds in communities throughout Pennsylvania were staffed by WPA leaders. Vast areas of potential playing space were converted into playgrounds almost overnight. There, girls and boys engaged in a variety of health-giving play activities. Opportunities for adult recreation were also provided.

Other educational and welfare services undertaken by the WPA included the renovation of various types of garments for the armed forces, the provision of clerical assistance to local Civilian Defense units and Rationing Boards, the maintenance of war information centers in larger communities, and the preparation of strategic maps of United States coastal areas for the use of the Army in defense maneuvers. The WPA employees who gave this wartime service on the home front wore no uniforms or medals, but day after day did their best, knowing that what they did was vital to the preservation and welfare of their country.

A UNIQUE AND SIGNIFICANT PROJECT - An unusual and significant wartime contribution was the map making project in Pennsylvania, which had for its purpose the compilation and drafting of tactical maps for domestic and foreign military use. The project began in November 1940, at the instigation of the War Department and under the sponsorship of the Army War College and the supervision of the Army Map Service. WPA employees were given special training prior to the opening of the project on which one hundred persons were employed. From last place in the national ratings of the Army War College, the office in Pennsylvania rose to second place and maintained that position to the close of the WPA. This office was given the honor of making its own final edit and was accorded the privilege of reproducing its maps locally. No other office was allowed this concession.

The making of maps was an intricate, detailed, and tedious process in which accuracy was of paramount importance. The compilation of data involved the indexing of aerial photos by flights, locating the center of the photograph, selecting control, trimming and feather-edging photos, and mounting them on masonite board in their proper order. The reduction ratio was established to scale by draftsmen. From the mosaic was made a photo offset corresponding as closely as possible to the scale of the map. United States Standard Military Grids were computed from tables given in United States Coastal and Geodetic Surveys by Engineering Recorders who also determined magnetic declination and the annual magnetic change for each map. This work was followed by drafting, classifying, converting, interpolating, computing, translating, and editing.

The finished product showed the names and location of places, railroads, public works, lakes, rivers, creeks, mountains, and plains. Also shown were woodland areas, orchards, and vineyards. All data that heightened the readability of the finished copy were given. A careful edit was made for registration of all colors, quality of drafting, weight and gauge of roads, railroads, symbols, streams, and contours. In the preparation of maps of foreign territory, dictionaries, glossaries, and other source materials were used to translate and classify all names. Some of the maps prepared in Pennsylvania pertained to North Africa and were completed prior to the invasion of that region. The invasion was facilitated by the use of these maps.

In the waging of warfare, maps play an important part. In Pennsylvania many of the jobs involved in map making were done by workers who had had no experience or training in drafting prior to their assignment to the WPA. It is interesting to note that colored men and women made the adjustment as contour draftsmen more readily than other employees. The maps made by WPA employees of areas to be invaded or otherwise of strategic importance constitute a major wartime contribution.

MANPOWER - During wartime a great demand for manpower exists not only in the armed forces, but also in defense industry, where the production of needed war materials must be steadily increased. In helping to meet this manpower demand, the WPA during the latter half of 1940 interviewed and classified thousands of its employees to determine their suitability for vocational training. Those found suitable for training were referred to public vocational schools. Upon the satisfactory completion of courses in these schools they were placed in defense industries. The referral of employees to vocational schools was continued until within a few weeks of the closing of the WPA. During 1941 WPA employees were also placed in industry for training, at the conclusion of which they were promptly put on the regular payroll.

The WPA rented auxiliary shops fully equipped with machine tools. For the operation of these shops teachers and supervisors were furnished by the Pennsylvania Department of Public Instruction. The WPA furnished the trainees, who were afterwards assigned to jobs in private industry. Through vocational schools, in-plant training, and auxiliary shops, upwards of 38,000 persons were trained. The WPA paid them wages during their period of training. Men and women, white and colored, old and young, were given their chance to make a real contribution to war production. Besides the thousands it trained, the WPA placed thousands of others directly in private industry. The skills possessed by these latter employees found them prompt employment in industry. These far-reaching measures taken to help meet the manpower demand in Pennsylvania were one more example of how the WPA adjusted its operation to the needs of the time.

PART XIV

WPA - THE VOICE OF EXPERIENCE

If experience is the best teacher, the planners of the future will learn from the experiences of the Work Projects Administration in Pennsylvania. In the event of another work program no time or money need be wasted by trial and error methods. A thousand lessons have been learned the hard way. They must be studied before plans are drafted for another work program. Some reference here to the principal advantages and shortcomings of the way in which the WPA was operated may serve as a guide to intelligent planning of the basic law, organization, and program of a post-war administration. Specific plans and procedures may have become obsolete by the time another program of public works and services is needed. It is reasonable to suppose, however, that some features will be common to both the old and new programs. What follows is based on that assumption.

VALUES OF THE WORK PROGRAM - When WPA began, attention centered on the challenge to provide employment to thousands of the needy in record time. Public appraisal at the close of the program had less to do with the number of needy persons employed over a relatively long period of time than with the contribution made to community life in the form of services and material accomplishments. These achievements spoke for themselves in terms of new and improved public facilities, expanded welfare services, improved public record systems, and advances in education and culture. But while appreciating such achievements the casual observer was likely to overlook the far more important economic results. Over ninety-three per cent of the monies expended by the WPA went for labor. These monies filtered into local communities by way of taxes, rents, and local merchants. They went eventually to purchase the products of farms and industries, and so kept economic wheels turning that might otherwise have stopped.

UNEMPLOYMENT A LONG RANGE PROBLEM - The program undertaken by the WPA was always and erroneously thought of as an emergency program. It was invariably called an emergency program. That was because unemployment was looked upon as a temporary condition to be gradually swallowed up in the return to "normalcy". The failure to recognize unemployment as a permanent problem affected adversely the planning and operation of a work program which, when finally discontinued, left thousands without jobs during the boom days of war.

Removed of its emergency status, the WPA would have been free to draft long-term plans sufficiently flexible to cope with seasonal and sectional unemployment. With such plans it could have conducted its eight-year program with greater efficiency, economy, and public confidence. Wartime jobs notwithstanding, thousands of persons in Pennsylvania whose earnings stopped with the closing of WPA, faced unemployment due to age, physical disability, or family problems that prevented their leaving home.

In the absence of public or private work opportunities suited to their needs, the majority of these persons had no alternative but to accept outright public assistance.

So it was that the WPA was taken to task as a stop-and-go program by those very critics who complacently endorsed the false economic premise that unemployment was only a temporary maladjustment. On that premise, short appropriations were voted annually, only to be succeeded by tardy deficiency bills sometimes passed in the last hours of the fiscal year. There was never a settled legislative or financial foundation on which to build long-range, coordinated, economical plans. The resultant uncertainty bred confusion, waste, lack of confidence, and social insecurity.

NEED AS A CRITERION FOR EMPLOYMENT - In any future work program it is hoped that a citizen's need of employment will be the criterion of eligibility for assignment rather than his ability to take the Pauper's Oath or its equivalent. In the early depression years, however, public thinking was preoccupied with providing the destitute of Pennsylvania with such essentials of living as food, clothing, and shelter. The trend of effort was toward the employment of persons receiving state or Federal aid.

Realization of the size and cost of a program which would employ relief persons alone, may have somewhat clouded the vision of the planners. However it may have been, thousands who did not receive public assistance but were seriously in need of employment were disregarded. If this group was sacrificed from indifference or economy, the work program was the loser, for many were the professionals and artisans who could have built the framework of a stronger organization than was possible with the certified group alone, most of whom were unskilled workers. To maintain the self-respect and skills of unemployed persons not on relief was surely a legitimate and important public responsibility. Any additional cost would have been more than balanced by the productive capacity and stiffened morale of those benefited. Moreover, assured of a broader source of project personnel, sponsors in many of the professional and technical fields would have strongly developed and supported additional activities which could not be adequately manned by certified personnel.

PERCENTAGE LIMITATIONS - Among restrictions which hampered the administration of the work program were fixed percentages affecting employment and expenditures. The number of non-relief employees, for example, was limited to five per cent of the total employment. This restriction seriously interfered with the development of educational and professional activities. In the same way the five per cent restriction on non-security employees, or those who received more in salary than workers paid by the hour, while easily complied with on large construction and production projects, proved highly detrimental to the successful operation of educational, welfare, and other specialized activities.

The start or continuance of hundreds of projects was hampered by the regulation requiring a sponsors' contribution amounting to at least twenty-five per cent of the total cost of the project. This percentage applied to state-wide expenditures as a whole. On that basis the majority of

projects in Pennsylvania were fortunately able to operate with less than a twenty-five per cent sponsors' contribution, owing to the existence of several large heavily sponsored engineering projects.

The impracticability of these restrictions was pronounced in "distressed areas" where public funds were all but in the red and where the certified persons eligible for assignment were of a non-professional caliber. In those same areas the important work to be done, aside from construction, lay in the fields of education and welfare. If a useful work program were to be conducted there, it had to be done with Federal funds and without too serious limitations.

ADMINISTRATIVE BUDGET - An early boast that administrative expense represented only three per cent of all costs set a dangerous precedent. Later, an equally low percentage was expected to be adhered to after total employment had dropped from 290,000 workers to less than 100,000. Actually a fixed ratio between total employment and the number of administrative employees was not to the best interests of the program. The variety of activities, number of work units, and geographical areas involved, on all of which the scope of administration was based, were little affected by fluctuations in employment. Because the percentage of administrative funds was limited by law, former administrative employees had to be transferred to project payrolls, whereby they lost the advantages of administrative status while retaining its disadvantages. Although inequalities in timekeeping, travel reimbursement, and leave failed to damage seriously the morale of those affected, there was general dissatisfaction with a plan that neither increased efficiency nor decreased expenditures.

Administration must be planned, not according to the size of a program, but according to a frank analysis of the administrative needs of the activities proposed.

DOUBTFUL ECONOMIES - In short-range planning doubtful economies and injudicious expenditures could hardly be avoided. They were especially evident in purchasing and leasing. Much equipment was rented rather than purchased because the monthly rental cost was low, in spite of the fact that in the long run this system of financing tripled the quoted price of the machines. Equipment purchased outright cost less, received early servicing from the vendors, and was resold when the program closed. Worn-out equipment should have been replaced, inasmuch as expenditures for repair sometimes equalled its original cost.

Changing budgets and procedures naturally resulted in trends toward or away from centralization. Reorganization usually meant retrenchment. Moves were undertaken hastily on the customary short notice of budgetary reductions. Materials and man-hours were wasted in the process. Had consideration been given to the cost of dismantling building installations, refitting new quarters, and moving large stores of equipment, and to the general dislocation of work activities, it would have been found that the cost of many moves exceeded rental payments on larger premises. In long-range planning would have been found the true method of practicing economy rather than in ill-timed, hasty and sometimes petty economies and disruptions best exemplified by too frequent movings.

WPA EMPLOYEES - Contrary to early public opinion, which judged the many by the few, the average WPA worker was earnest and cooperative, eager to give not only a good day's work but to make some contribution to his job through invention, initiative, or special service to his fellow-workers or supervisors. He was proud of his project and of his part in it because he knew better than the public what toil and self-expression it represented. He knew that his project afforded him opportunities for experience in fields unknown to him and that he would gain advancement if he took advantage of them. Supervisors too went far beyond the confines of their immediate responsibilities. A supervisor combined in himself the character of administrator, social worker, business man, and technician. They also had to be endowed with patience, adaptability, ingenuity, initiative, and courage. Their lot was hard work, long hours, and a feeling of constant and heavy responsibility.

A TRAINING DIVISION - The need for a planned and integrated training program for administrative, supervisory, and project workers became fully apparent over the extended period of WPA activity. If employees had been trained to a clearer understanding of their jobs and individual responsibility, there would no doubt have resulted a stronger internal organization. At the inception and throughout the existence of the program, training was urged as a means of improving job efficiency, relationships between supervisors and employees, and public opinion. Experience demonstrated that the inclusion of a training division in the administrative organization of a later work program would be in the nature of an investment rather than just an added expense.

THE AUXILIARY DIVISIONS - The auxiliary divisions of the WPA were concerned with such matters as finance, employment, supply, and other special phases of administration. Their function was to expedite the work of the project operating sections. Nevertheless, the latter were sometimes required to adjust their business to regulations interpreted without reference to the intelligent and efficient operation of projects. This problem was gradually and partially relieved by determined executive leadership aimed at keeping each department in proper balance with the others. 'Red tape' was lessened by increased cooperation between departments and a sympathetic understanding of mutual problems.

CENTRALIZATION OF FUNCTIONS - Certification of need, assignment to the work program, placement in industry, compensation for injuries sustained on the program, and similar related functions were handled by various state and Federal agencies. Time would have been saved and greater efficiency attained had all these functions been cared for and coordinated by one agency. Centralization of this kind would have benefited the unemployed who were made to feel insecure and confused by the complex, interlocking functions of the some half-dozen offices with which they were forced to deal. In most cases those who were supposedly being helped were the victims of delays, inconsistent and changing policies, and that lack of coordination inherent in a decentralized system.

CENTRAL OFFICE PLANNING - The planning done by the Central Office should have been limited to the definition of objectives and to the creation of broad, stable policies. Detailed planning, on the other hand,

could have been decentralized and left in the state or local offices where the personnel were directly in contact with the immediate and concrete problems. In construction work especially, abstract central planning was of questionable value.

In the non-construction field the objectives as outlined by the Central Office appeared to change too rapidly. Each year certain programs were pushed as being of greatest significance, only to be succeeded the following year by other priority programs. While nation-wide planning was valuable and necessary, statements of the main objectives accompanied by general procedure would have sufficed, permitting the states to choose those programs most likely to meet their needs. It was felt that the development of certain markedly suitable project operations took second place to new activities the Central Office sought to impose on the state, although evidence of local support was lacking. In the organization of administrative offices the part of the Central Office was frequently overplayed. Suggested organization charts and adaptable personnel standards were vitally important. Other necessary and constructive features of central administration were strict budgetary control and the approval of key jobs by the Central Office.

The Central Office also had a tendency to demand rigid adherence to its organization plans, often in spite of the fact that it led to red tape, over-organization, and the inefficiency which results when too many sections handle the same papers. Examples of that were the Supply Fund, which took from the operating divisions their direct and highly satisfactory contacts with the Procurement Office, and the so-called "project service sections", which to those actually operating a construction or production activity became one more obstacle to the efficient discharge of their responsibilities. Too many times those to whom a plan looks logical on paper have never actually worked at the level of persons who have to meet the practical problems of daily operation. The responsibility of a central office seems to be that of emphasis on results rather than on internal office methods.

PUBLIC RELATIONS - In Pennsylvania, public relations never acquired a status comparable to the importance of the job being done. A state administration determined to make the best of public relations and reinforced by a well-qualified public relations staff could have given the public a view of the WPA which would have eliminated much criticism and at the same time have kindled public enthusiasm or demand for little known benefits available through the agency. There was needed a definitely organized public information section. To assist this regular public relations staff, a small battery of program supervisors could have been trained as "minute men" entrusted with carrying the WPA story to every town and organization in Pennsylvania on a continuous informational drive.

Relations with the public could have been carried much further. It is true that local advisory councils operated successfully in many sections. Still there was an urgent need at the state level for outside support and coordinated counseling on professional and technical problems. Volunteer guidance of the highest type could have been used to

advantage and a state advisory council organized to assist with the more extensive and technically complex activities. Costly experimentation and public misunderstanding might have been avoided had the self-reliance of WPA personnel been tempered by greater efforts to seek the advice and support of experts.

GETTING A FUTURE PROGRAM UNDER WAY - Up to this point mistaken policies and procedures have been discussed at some length. In most cases the experience of the WPA has suggested alternatives which could hardly fail to improve on those errors. It may be helpful to consider how a new work program might be started quickly and effectively. In starting a work program, the most important objectives are prompt organization and large-scale employment. These objectives are rarely attained through the same means. Quickly organized projects might be advantageously carried on while other projects designed to employ a large number of workers were getting under way.

In the construction field, widening of roads, riprapping, street repairs, curbing and gutters, the extension of existing sewer and water systems, and certain park improvements and developments can usually be undertaken with sponsors' equipment and tools on hand and at the same time call for a large amount of manual labor. Other types of work always in demand include airport construction, the improvement or building of highways, bridge construction, grade crossing elimination, flood control systems, new sewer and water line installations, school buildings, swimming pools, and the development of recreational or park systems which require more than clearing, grading, and minor installations. Heavy construction work, on the other hand, although it gives long-term employment to a large number of workers, cannot be considered for the initial projects of a new program because of the detailed architectural or engineering plans necessary before work can be started and because of the requirements in heavy equipment and materials which can seldom be met on short notice.

Non-construction projects employ fewer workers but can be put into operation more easily. They require planning, of course, but this involves program planning, and a statement of aims and sometimes of method, rather than blueprints and intricate computations. The chief physical requirements are those of housing and the procurement of limited equipment and incidental supplies which can ordinarily be met through the use of sponsors' facilities.

The WPA found that non-construction activities, until successfully demonstrated over a long period of time, were too novel to appeal to the average sponsor. As a result, program emphasis at the beginning came in the field of engineering projects. In Pennsylvania the extent of non-construction work rose over the eight year period from a meager ten per cent to over forty per cent of the combined WPA operations. It could have expanded still more had employment quotas permitted. The work program of the future, it is safe to predict, will include non-construction activities, particularly in the fields of welfare and culture, far exceeding the scope of such activities attempted by the WPA.

Types of outdoor work such as the conservation project sponsored by the U. S. Department of Agriculture, for which general planning is readily available, require practically no materials and give steady employment to a small group of workers. The need for further protection against Gypsy Moth, Dutch Elm, and similar blights will doubtless exist for some time to come. Other efforts to curb various pests could be instituted along the same lines.

Indoor work may range from education and recreation to block-and-lot surveys. In cities where white collar workers are abundant and where interested agencies will serve as sponsors, types of work which individually would employ large numbers of workers include research projects, such as an historical records survey, and similar historical, legal, and scientific studies; surveys of which the real property inventory and the traffic survey were typical; library services; and the installation and renovation of public records systems having to do with vital statistics, deed registries, veterans' graves registration, and delinquent tax records.

If plans worked out during the existence of the WPA are revived, quick employment in public health services and a home assistance program may be given to thousands of persons. While they do not employ many persons in a single location, school lunch activities could be quickly and easily started, inasmuch as equipment is usually on hand and school authorities are experienced in meeting problems of organization and supply. As these quickly organized programs develop, plans could be going forward for a clothing production and distribution project, which would be longer in starting, since housing, the purchase and installation of equipment, and production plans take months of work. Once in operation it employs an unlimited number of unskilled workers and takes up the slack in other projects during those periods when outside work is not feasible.

PROJECT RESERVOIR - A contribution to the actual planning of any work program that may become necessary in the future has already been made by the WPA through the creation of a reservoir of projects. To form this reservoir, the WPA surveyed community needs and prepared with local officials detailed plans providing for nearly a half million man-months of work in Pennsylvania. Although specific community needs may change and new designs and methods render some details of the plans obsolete, in time of stress these plans can be immediately authorized as a basis for operations to which actual operation may be adjusted without difficulty.

An opportunity for planning was supplied by the ever increasing demand for improvements to transportation facilities such as roads, streets, bridges, and grade crossing elimination and to public parks and recreational facilities. Other perpetual needs covered by the plans on file include flood control and water front improvements in towns and cities. In the non-construction field community and state officials were given an opportunity to develop detailed plans for the proposed operation of projects in the fields of education, recreation, the arts, feeding, health, child protection, and the production of clothing and educational models.

In response to the urgent demands of city and county officials, plans for research and clerical service to governmental sub-divisions were outlined.

When the WPA began in Pennsylvania it took months to put community planning in motion, to process applications for projects, and finally to get the work under way. As a result of WPA planning, the work program of the future can operate as soon as administrative machinery has been set up and equipment or materials made available.

APPENDIX I

A. THE ARTS

Arts and Crafts Program: This unit of the program provided opportunities for use of leisure time to develop skills in the manipulation of diverse materials as a means of creative self-expression based on the interests of the participants who used almost every conceivable type of material. There resulted finished products of arts and crafts such as woodwork, metalwork, leatherwork, textile printing, and other miscellaneous arts and handicrafts.

Dramatics and Pageantry: Under this program leadership was provided for dramatics, marionette and puppet groups organized among the general public. WPA leaders guided the production of plays, pantomimes, pageants, and folk festivals. They were also concerned with stagecraft, lighting, make-up, costume designing, and property service in connection with dramas and pageants.

Pennsylvania Art Program: This program provided employment for unemployed professional artists. Besides actually producing works of art, the artists gave frequent demonstrations for the benefit of the public showing the techniques of various art media. Radio programs on subjects related to art were offered from time to time for public entertainment and instruction. A valuable contribution to the war effort was made through the designing and production of posters, training charts, models, brochures, murals, and ceramic insignia plaques for the Army, Navy, Marines, and Civilian Defense agencies.

Pennsylvania Museum Extension Project: The production phase of this project prepared charts, maps, posters, models, and small replicas of aircraft, ships, and machines for use as visual aids. In addition to its production activities the project also assisted publicly owned and operated museums in preserving, repairing, cataloging, and indexing exhibits and displays, provided guides and lecturers, preserved and reconstructed valuable museum collections, and prepared and arranged new models and exhibits.

Pennsylvania Music Project: The music program, giving employment to unemployed musicians, consisted of a variable number of performing units such as dance orchestras, concert bands, string ensembles, concert and symphony orchestras, and, at the beginning of the program, several vocal groups. A music copying unit copied the works of contemporary American and South American composers. When completed, the scores produced became the property of a free reference library.

Pennsylvania Writers' Project: This project had for its main objective the preparation of material for printed publications or in a form suitable for radio or lecture presentation. The subjects of a large variety of publications were chosen for their appeal to the general public.

These subjects were grouped into series, chief of which were the American Guide, the Educational, the Elementary Science, the Historical, the Recreational, and the Textbook Series.

B. CHILD HEALTH AND DEVELOPMENT

Child Health: This project was concerned with all phases of medical and corrective care, health education, and programs safeguarding the health and welfare of children. Volunteer physicians gave complete health examinations to needy children, including necessary laboratory and X-ray services. Various tests and inoculations were introduced on a mass basis. School nursing staffs were assigned to needy districts to assist in the conduct of school medical examinations and follow-up treatment of public and parochial school children. The efforts and accomplishments of this project aroused the interest of communities, physicians, health officers, and others with whose support programs were planned for health education and nutrition, and for the widespread provision of facilities for the corrective care of needy children.

Nursery Schools: This program developed and maintained free public Nursery Schools for under-privileged children between the ages of two and four years. The nursery school routine included morning play, a noon-day meal, and afternoon rest. Each child attended the school five days weekly and underwent a daily health inspection.

Pre-School Play Groups: These groups were organized to give child guidance and health care, as in nursery schools, to under-privileged children between the ages of three and five. They were established as forerunners of nursery schools and were located in buildings meeting the same housing and outdoor space standards as nursery schools. Each staff consisted of three full-time teachers, one of whom was a registered nurse. Pre-school play centers were open for morning or afternoon sessions, or both.

School Lunch Program: The state-wide School Lunch Program was sponsored by the Pennsylvania Department of Public Instruction and co-sponsored by local civic groups or church societies. The purpose of the program was to prepare and serve warm, nourishing lunches, without cost, to needy, undernourished children in public and parochial elementary and secondary schools. A gardening and food preservation program employing WPA workers provided much of the food for the lunches. For a time matron service was supplied as a complement to school lunch activities.

C. EDUCATION AND RECREATION

Adjustment Service and Guidance: Vocational guidance and adjustment service was provided for persons eligible for vocational training under

the WPA. Counselors were placed at the service of boys' clubs. Information was given regarding community educational and recreational services available to adults.

Americanization Education: New citizens and those with limited educational backgrounds were made acquainted with the history, traditions, government, and social and economic life of the United States.

Art Education: Amateurs were taught the use of oil, water color, pastel, crayon, pen and ink, and pencil. Attention was given to developing an appreciation of the fine and applied arts.

Athletics in Recreation: All forms of community athletics were promoted, with emphasis on adult participation. Leagues and tournaments were organized.

Community Centers: In schools, community recreation centers, and other locations, comprehensive programs of educational and recreational activities were conducted for young people and adults.

Consumer, Nutrition, and Health Education: Housewives and other interested persons were given instructions on how to buy food, clothing, and other necessities wisely and economically. The choice and preparation of food for nutritive values were demonstrated. The approach to health was through daily activities such as eating, sleeping, recreation, and safety and cleanliness in the home. Special groups were devoted to home hygiene and nursing.

Correspondence Instruction: This service was extended largely to isolated districts where adult groups with a variety of offerings could not be readily organized. WPA leaders gave courses they themselves had prepared or adapted. They also organized and counseled groups for the study of course units from other sources.

Education for Family Living: Attention was given to family relationships, community relationships, relationships between the family and community, and home-school relationships. Interests related to these were child growth and development, including child care; mental hygiene and problems of adolescence; and personality adjustment in adults or young people. Consumers' problems, the creative arts, dramatics, social recreation, health education, and other activities also figured as part of education for family living when approached from the viewpoint of family members.

First Aid and Safety Education: Leaders certified by the Red Cross gave regular and advanced instruction in first aid. Attention was given to safety in the shop, home, and on the street. Those who received instruction in these groups were later prepared to assist the Office of Civilian Defense and to contribute to other wartime activities.

General Adult Education: In this field, adults were offered non-credit academic subjects of high school level, and academic work for high

school credit. Subjects such as psychology and salesmanship, not usually included in a high school curriculum, were also made available upon demand.

Highway Safety Education: Safe driving schools were organized in all parts of the state. Both classroom and road instruction were given. Pedestrian safety received special attention. During the war emergency, emphasis was laid on the training of truck and ambulance drivers. The Pennsylvania Motor Police sponsored the highway safety program.

Homemaking Education: This phase of adult education pertained to the buying of family foods with respect to nutritive values; the planning and preparation of meals; the buying, designing, and remodeling of clothes for the family; home management; interior decoration; the renovation and repair of furniture; home improvement; external home beautification; and the budgeting of time, energy, and money.

Library Service: In many small communities libraries were established for the first time with the cooperation of local agencies and individuals. Trained librarians were made available to existing libraries open to the general public. To aid local WPA education units, librarians were assigned to collect source materials and to prepare bibliographies of value to leaders.

Literacy and Adult Elementary Education: Work in English, elementary subjects, and civics was carried on with groups of foreign-born and native-born illiterates, and with those who had the equivalent of a fifth grade education or less. An illiterate was defined as one unable to read a newspaper with understanding or to write an intelligible letter.

Music in Recreation: Music leaders organized and conducted orchestras, ensembles, string or wind groups, plectrum orchestras, accordion bands, and drum and bugle corps. Choral singing was promoted through choral groups, choirs, glee clubs, and community singing. Concerts, recitals, operas, cantatas, and folk festivals were presented.

National Citizenship Education: This was a program organized and operated for the purpose of preparing the foreign-born for citizenship duties and responsibilities. Leaders and supervisors assisted local agencies in educational programs for the foreign-born seeking a better understanding of the English language and of the principles of the American form of government. Teaching materials and other instructional aids were prepared and distributed. The nation-wide sponsors were the Immigration and Naturalization Service, Department of Justice, and the U. S. Office of Education.

Nature Lore Program: Among the diverse activities represented by this program were hiking groups, bird clubs, wild flower clubs, butterfly and moth clubs, beetle and insect clubs, tree clubs, wild life clubs, and nature hobby groups. Other activities were trail blazing, scout craft, picnic craft, hunting and fishing.

Playgrounds: Community playgrounds throughout the state were staffed in whole or in part by the WPA. A few playgrounds were operated the major part of the year. Participation of adults was encouraged.

Public Affairs Education: The general public was invited to forums, panel discussions, lectures, discussion groups, and study groups dealing with education, sociology, economics, political science, government, and international relations.

Recreational Camping: Provision was made for the setting up of family, community, and workers' camps, and of state forest and park camps; for camp activities; and for programs such as games, camp craft, first aid, sanitation, camp fires, trails, museums, swimming, boating, life saving, and camp cookery.

Recreation Engineering Service: Involved here was the planning, layout, and equipment of playgrounds, athletic fields, tennis courts, swimming and wading pools, archery fields, camp sites and outdoor fireplaces, running tracks, and fencing areas.

Social Recreation: This phase of recreation provided for social dancing of all kinds, family and club recreation groups, party planning and organization, social game groups, and the conduct of indoor games with emphasis on their social and creative values.

Special Events: A large variety of educational and recreational activities culminated in special events such as community forums, craft exhibits, concerts and recitals, pageants, folk festivals, carnivals and fairs, swimming meets, and field days.

Surveys and Studies: Provision was made for the collection, compilation, and analysis of statistics and other information having to do with the promotion of adult education and recreation.

Vocational Education: A wide range of opportunities for vocational training was offered to WPA employees and others. The forms of training included job training for WPA employees, as well as basic training in the fundamental principles of mathematics, drawing, science, mechanics, foods, clothing, business practices, and other technical subjects which are the underlying phases of industrial, commercial, and domestic work; foremanship training; training for trade and industrial occupations; training for commercial occupations, including 'brush-up' courses in stenography and typewriting; agricultural education; and training in household services.

Women's and Girls' Recreation: Activities in physical and social recreation were conducted to meet the special needs and interests of women and girls.

Workers' Service: This program brought together individuals and groups of different nationality backgrounds; encouraged them to forget differences and antagonisms; helped them to unite in efforts for community

betterment, and, as citizens, trained them for their part in our democracy by stressing informal learning through group activities. Subjects of study and discussion were closely related to the everyday experience and needs of the workers and included such matters as legislation affecting workers, government, housing, safety, and consumers' problems. English grammar, public speaking, and parliamentary law helped these workers to function more effectively in their own communities.

Work with the Blind: This program proved of utmost value to the adult blind and to members of their families in providing educational opportunities, adjustment service, and personal rehabilitation, and in teaching them the following crafts and other skills: leathercraft, chair caning, basketry, and sewing; the reading and writing of Braille and Moon type; typewriting; pencil writing, especially of signatures; and the use of games and devices created for the blind. The blind were taught how to distinguish coins and to tell time by touch. The use of talking-book machines was promoted. WPA leaders gave training to those seeking admission to schools for the blind and provided follow-up training for those who had attended such schools. A number of such blind students realized a small income from the sale of products they had learned to make.

Work with the Deaf and Hard of Hearing: The deaf were taught speech, lip reading, and the use of the manual alphabet. The hard of hearing were brought together in groups where they could give one another the benefit of their experience and enjoy the stimulus of social contacts. Through regular instruction they acquired skill in lip reading which they were encouraged to supplement by the use of hearing aids.

Work with the Home-bound: This service was directed in particular to home-bound children who were kept abreast of their public school studies.

D. RESEARCH AND RECORDS

1. Historical, Cultural, Legal, and Scientific

Annotations to the Restatement of Law: This project prepared and indexed state annotations to the restatement of laws in the courts of several states on varied subjects covering agency, contracts, and conflict of laws and trusts.

Arrangement of Historical Material: The work of this project was to index, catalog, and preserve material which had accumulated over a period of time, such as newspapers, magazines, battle flags, banners, and other historical articles. Letters were sorted and arranged, books repaired and cataloged, cemetery records checked. Flags, costumes, and other historical articles were renovated and indexed.

Bibliography of Glass Making: A bibliography of writings on the technology of glass making, domestic and foreign, was prepared for the purpose of bringing such material up to date and thus fostering progress of the industry.

Cataloging Art Objects: All objects of art owned by a city were cataloged on cards with photographs attached thereby obviating examination of the objects themselves.

Cataloging Historical Material: This project cataloged and classified objects of art, paintings, prints, books, and manuscripts held by the American-Swedish Historical Museum.

Compilation of Road Laws: A set of volumes covering the laws affecting state highways, county and township roads, and turnpikes was prepared from information compiled and recorded on this project.

Computation of Hydrographic Data: A series of computations were prepared by this project including the plotting and drafting of data on the oceans of the world as furnished by navigators of all nations.

Genealogical Index: Preparation of an index to genealogical data deposited in a public library, to be used by genealogists, historians, and individuals desiring to trace their lineage.

Guide to Court Decisions Relating to School Laws: The purpose of this project was to review school records and to put them into book form where the decisions and opinions of various courts in cases on school law were summarized.

Improving Legal Records: A multiple-type project devoted to digesting, abstracting, codifying, filing, and indexing public records for a city's department of law.

Income Tax Study: This project prepared an income tax study for the United States Treasury Department, Division of Tax Research. It also assembled data and compiled tables covering Federal income tax returns and estate tax returns; dividend receipts by fiduciaries and individuals; returns of identical enterprises for selected industries; the transcription of corporate returns for comparison; and tabulated data on material purchases for all Federal programs.

Index of Historical Buildings: The installation of a card record system of all historical buildings of a county, to be housed in a Historical and Geological Society for use of the Historical Society members and the general public.

Legal History of Roads: Compiled legal history of roads in a county. Compilation involved research, transcribing, analysis, and plotting. Accurate information was made available to historians, attorneys, highway engineers, assessors, and real estate brokers.

Mapping of Land Use Data: This project compiled the facts for a survey of land use in the future planning of a city. It provided graphs and tables for revising zoning maps and ordinances, recreational and street systems, housing developments, and other planning functions.

Mapping Topographic Data Relating to Bituminous Coal Fields: This project prepared topographic maps of the bituminous coal area of Pennsylvania showing such data as surface and coal contours; roads; churches; railroads; streams; abandoned, idle, and active coal mines; impounded water; oil and gas wells; oil, gas, gasoline, and water lines; coal outcrops, geological anticlines, and synclines, etc. The maps prepared show where dangers may be encountered and accidents prevented.

Pennsylvania Historical Survey: The activities of this project included the compilation and inventory of all governmental and public records in Federal, state, county, and municipal depositories throughout Pennsylvania; the preparation of guides to manuscript collections; a survey of early American imprints; a historical research program relating to the activities of the early forts and trails within the state; the transcription of maritime records; an inventory of church archives; the preparation of bibliographies of early American portraits in Pennsylvania and of American literature. All work of the project led to publication.

Recording Information on Rights of Way: This project recorded rights of way information on county and state roads, showing property owner, route number, township, width and length, property taken, description of property, date of agreement or settlement, date received, amount paid, Court Order or Commissioners' agreement, and other information necessary whenever a right of way is in question.

Retail Price Data Study: This project provided retail price and rental data for publication in journals of the Bureau of Labor Statistics, U. S. Department of Labor, for dissemination to agencies and public groups, and was obtained by tabulating and summarizing the retail prices of food, clothing, shoes, yard goods, textiles, furnishings, household equipment, floor coverings, drugs, toiletries, rents, and coal. Rent increases in various cities influenced by Army and Navy depots and camps and large-scale defense work were also included.

Study of Metals: Work on this project consisted of furthering the study of the solid state of metals and of their crystal structure; preparing specimens of metals; recording and studying the results of X-ray tests, electron diffraction and diffusion and calculating implications; and preparing drawings for construction of laboratory equipment.

X-Ray Film and Cancer Therapy Record File: Installed a permanent film and record file on cancer cases. Included a pathological classification file of selected X-ray films having teaching and research value; a Russell Sound Alphabetical File system for card indexes of selected X-ray films; and a pathological classification file of cancer therapy records which will facilitate use for research study.

Zoology Study: This project compiled data and made microscopic slides for a study of the depredations caused by grasshoppers, thus aiding the farmer in reducing destruction by these pests. The work included examination of specimens collected in various parts of the United States; preparation of microscopic slides and drawings; cataloging and indexing of findings; translating, abstracting, transcribing, and indexing literature on the subject; and compiling a bibliography.

2. Installing New Record Systems

Card Index to Personal and Property Damage Suits: This project compiled an alphabetical card index system of names of plaintiffs and claimants for the claims and damage suits files concerned with personal injury and property damage; also an index by name of street for the above-mentioned files; listing in serial number sequence the cases in that locality; and an index, by subject matter classification, to solicitors' opinions.

Card Index to Real Property: Installation of a card index of real property in a city, filed by property number, ward, street and house number; correcting assessment data; and rearranging and binding map books.

Chart and Index for State Hospital: Installation for a state hospital of a classification chart and card index concerning admission, nature of illness or injury, treatments and progress; supplanting an outmoded method of keeping records; and providing physicians with information valuable in diagnosis and study of inmate groups.

Civil War Veterans File: Modernizing files of the Pennsylvania Department of Military Affairs concerning soldiers of the Civil War who served in Pennsylvania regiments, enabling the department to serve the public with information more readily and satisfactorily, and to operate more economically.

Compiling Case Histories of Parolees: Case histories of parolees on file were brought up to date chronologically. Work consisted of transcribing, rearranging, indexing, and refiling information on these persons to be used by the courts and government agencies.

Coroners' Records: Installation of a cross-index filing system of coroners' cases; providing case history data on individual cards in abstract form.

County Criminal File: Installation of an alphabetical card index file on the subject of criminals; facilitating identification of suspects and reference to past indictments or convictions.

Delinquent Tax Record Indexes: Installed card index records showing real property against which tax liens of various kinds had been made. These records facilitated collections and the estimating of tax receipts.

File of Driver Accident Records: Preparation and establishment of a comprehensive drivers' accident file showing relevant items, including name of driver, location of accident, and final disposition of case. File served as a guide in the adoption of adequate regulations, reduction of traffic accidents, and education of drivers.

Filing System Installation: This project installed a filing system of all records pertaining to the activities of a County Controller and Clerk of the Courts.

Grave Records of United States Veterans: This project installed a permanent card system, with maps, showing the graves of United States veterans interred in Pennsylvania.

Indexing Building Drawings: Installed a card index relative to drawings of buildings owned and used by a city. These facilitated the work of the assessor's office and supplied information necessary for equalization of taxes.

Index of Decedents Estate Inheritance Tax: The compilation of a cross-reference card index of decedents estates; inheritance tax, administration, appraisement, and miscellaneous tax ledgers; and the replacement of damaged, worn, and illegible recordings.

Indexing Deeds: Installed an index to deeds which facilitated searching for grantor and grantee names, location of property, and dates of recording.

Indexing Engineering Drawings: Reproduced and replaced small-scale and detail engineering drawings and blueprints of the architectural and mechanical (excluding electrical) work in five revenue buildings and one museum building. Work included indexing drawings, tracing heating and plumbing lines, and surveying changes in room sizes and partitions.

Indexing Ordinances and Minutes: Filed and indexed the ordinances, resolutions, minutes, letters, and other records of local governments for facilitating the conduct of public business by local government agencies.

Indexing Records of Military Affairs: The work of this project consisted of locating volumes containing information of and references to military affairs in a county. Necessary information was typed on cards in duplicate and a card index to the source material was made. The cards were filed chronologically.

Installation of Card Index Systems for Health and Criminal Records: This project prepared a graphic analysis of communicable diseases by month and year for each disease. It installed an alphabetical card record system of communicable diseases, and a cumulative card record system for criminal records.

Installation of Fingerprint Files and Revision of Police Records: The work of this project resulted in the installation of a record system as well as of new fingerprint files. The police records of a county also

were revised, thus providing the county commissioners with a complete set of police records and fingerprint files.

Installation of Master Inspection Record System: The objective of this project was the installation of a master record system, covering the inspection of elevators, boilers, buildings, and methods of accident prevention in industrial plants throughout Pennsylvania.

Installation of School Record System: Installed a cumulative pupil and teacher card system; rechecked, refiled, and indexed minutes, property records, and other general school records.

Laboratory Test Outfit Record: This project installed a card file record system covering the use of test outfits by physicians and institutions for the entire state.

Mapping Underground Service Lines: Preparation of composite maps of underground service lines, including gas, steam, sewer, and water; and the installation of a filing system for their use.

Maps of United States Coastal Regions: Preparation of strategic maps for use of the United States Army in defense maneuvers.

Mercantile Tax Record File: Installed a cross-index card filing system for mercantile tax records, alphabetically arranged by type of business and street name and numerically by street number.

Naturalization Indexes: Installation of card indexes for naturalization records; including restoring, copying, indexing, collating, and checking certification of arrival, declarations of intention and petitions of naturalization for use by government agencies in establishing citizenship status, eligibility for pensions, and like matters.

Organizing Vital Statistics: This project arranged, typed, filed, and indexed the files of birth and death certificates.

Orphans' Court Estates Index: Preparation of a card index to estate adjudications by an Orphans' Court, listing name of decedent, docket number, and court and term number to facilitate search for recordings.

Pennsylvania National Guard Personnel: This project established a card index file for each individual officer and enlisted man of the Pennsylvania National Guard from the period immediately after the close of the Civil War up to and including their muster-in as part of the armed forces of the United States.

Pension Fund Record: Prepared a pension fund visible card record for participating employees in city and county departments and bureaus which supplanted the use of cumbersome ledgers.

Perpetual Inventory of Books: Installation of a perpetual inventory of text and supplementary books in a borough, showing location and detailed description of each volume. This arrangement systematized loaning and transferring, and eliminated duplication in purchasing.

Perpetual Inventories of Personal Property: Installation in school districts, boroughs, townships, and counties of inventory systems for personal property, which established a basis for standardizing specifications for insurance adjustments.

Personnel Earnings Record: Installation of a personnel history and earnings card record file of employees of a city and county which furnished a simplified system for filing reports of annual earnings with the U. S. Department of Internal Revenue.

Personnel File, Commonwealth of Pennsylvania: This project assisted in revising, expanding, and setting up a new card record file of all employees of the Commonwealth of Pennsylvania. It also sorted and refiled all records of the Pennsylvania Treasury Department.

Phonetic Index to Criminal Case Records: Installation of a phonetic index to criminal case records in the courts to facilitate the work of examination into criminal records.

Photostatic Marriage License Records: This project arranged a modern photostatic index file of marriage licenses.

Plans and Card Record of County Buildings: This project prepared plans and a card index of the exterior construction of certain buildings used by a county government; showing location and size of rooms, heating, ventilating, plumbing lines, number of each room, general dimensions, and the number of occupants.

Preparation of a Warranty Map and Atlas: This project was concerned with the completion of a base land warrant map of a county. It also prepared an atlas with proper index attached which showed the location of the various land warrants issued.

Property Identification Surveys: Preparation of maps showing the dimensions of each parcel of property by minor political subdivision and designating each by number; indexing alphabetically the names of owners and the lot and block numbers; and bound such information in atlas form to provide public officials with a tax map and other readily accessible information.

Property Title Register: Transcribed deeds and arranged a title register to all properties in a city for easy reference information useful in assessing taxes.

Real Estate Atlas and Deed Registry Indexes: Prepared and installed an index to a real estate atlas; a cross-index system to the deed registry file and real estate atlas for ready reference to material in demand by searchers.

Recording Life Estates: Installation of a centralized and uniform system for recording life estates created by wills and upon which inheritance taxes are not assessable during the life of beneficiaries. Accurate references were thus assured.

Record of Multiple Ownership of Property: Ascertained and indexed all properties in a city where ownership was designated on records merely as "et ux", "et al", and "interest". This project was placed in operation following a court decision that the above archaic manner of showing multiple ownership was both incorrect and inadequate.

Road and Street Record Index: This project installed a street record index containing all legal documents, together with a street plan drafted thereon for each city block, indicating in color how each parcel of land was acquired for the street; also sectional counter maps including color superimposition upon the bed of the streets in order to portray the legal openings over a wide area.

Scholars Cumulative Health Record: This project was concerned with the installation of an alphabetical health record system of periodic doctors' examinations, toxoid injections, Schick tests, tuberculin tests, and X-rays. Work included transcribing from existing records, checking transcriptions, and filing.

Sectional Relief Model: Prepared a sectional relief model of a city from topographic sheet, built to the same scale and numbered to agree with it, for use by the various city departments.

Study of Weather Bureau Reports: A study and verification of daily weather reports of all Pennsylvania counties to insure an accurate basis for review and publication of climatological data.

Transcribing and Indexing Land Warrants: Transcription, indexing, and incidental tracing of land warrants of real property in a county to replace worn and mutilated records. Such records were of importance to county workers, attorneys, and historians.

Water Account Index for Bureau of Water Assessors: This project indexed by street and number, water accounts, correspondence folders, inspection reports, water assessment and plat books. The use of such information enabled rapid compilation of lists of accounts when desired on a street-by-street basis.

Zoning Maps: This project was concerned with the preparation of a set of maps showing regulated zones as was arranged so as to be a reference for architects, builders, realtors, and the general public.

3. Library Service

Bookbinding: This project arranged and bound pamphlets and groups of periodicals, and repaired and rebound books for the United States

Bureau of Mines making an important library of information accessible to research workers and the general public.

Improving School Libraries and Books: Renovating school library books by cleaning, repairing, and other means; improving the arrangement and facilities by cataloging, indexing, and restoring worn or damaged books to circulation; and establishing systems for their maintenance.

Renovating and Cataloging Law Library Books: This project cleaned, repaired, cataloged, and indexed hundreds of law books in the Law Library of the Pennsylvania Public Utility Commission.

Renovating County-Owned Books: Books and dockets in various departments of a county government were renovated by cleaning, repairing, and rebinding.

Repairing Books: Cleaning, repairing, and otherwise renovating school books. Several such projects included the same service for periodicals.

Traveling Library Service: This project provided a traveling library service in order to make reading matter more generally available by circulating books and periodicals in isolated areas, and by opening temporary quarters in which such material could be read or borrowed.

4. Renovating and Reorganizing Records

Copying Maps: Copied state highway maps of a county to show rights of way and property lines in order to make any alteration of such lines a matter of public record.

Copying Records: Renovation of records, damaged by wear or flood, in the Bureau of Engineering of a city. Work consisted of copying a mass of data into permanent record, providing information of vital importance in operating and maintaining public works.

Microfilming of WPA Records: The objective of this project was the filing of important WPA records and the disposition of others. A central warehouse was established where workers reviewed all documents and segregated the required from the non-required materials. The important documents were indexed and filed under appropriate headings, microfilmed on 16 millimeter film, and carried on reels 100 feet long. Each reel was indexed and stored. Unimportant documents were pulverized. After microfilming, the important documents were disposed of in the same manner.

Preserving Old Documents: Reorganized old records of a county by regrouping, repairing, cataloging, indexing, and filing, thereby preserving documents which otherwise would have deteriorated beyond repair.

Renovating and Reorganizing Records: Individual projects to improve the records of various political subdivisions in the state by repair and reorganization. Files and documents were reconditioned and their contents cleaned, mended, sorted, reassembled, and filed.

Reorganizing Records: Reorganization of the documents and records of a city by reclassifying, filing, and indexing. These records were cataloged and bound.

Restoring Maps: Cleaned, repaired, and where necessary, traced maps and field sketches. Age, handling, and in some cases, damage by flood having impaired the usefulness of these documents, such renovation meant that they could again serve their purpose.

Revising City Key Maps: Revision and tracing of key maps of a city, indicating the location of street electric and gas lamps. The project also altered the maps of the location of streets, courts, and alleys to conform with changes made since the original maps were drawn.

Revising Public Records Files: Renovation and reorganization of records by transcribing, photostating, grouping, indexing, and filing. Such records were worn, old, or neglected so as to serve no purpose, while others were so badly decentralized that reference was made difficult and costly.

5. Surveys and Statistical Studies

Agricultural Parity Survey: This project was concerned with a survey of the figures in a census relating to population, agriculture, and housing. Rates of change, percentages, and per capita or per acre figure and ratios were established. Included were the preparation of graphs and maps for visual presentation of this information.

Air Pollution Survey: This project combined the work of two earlier undertakings; one a study of soot-fall, the other of air pollution generally, in the preparation of a report on the studies of air pollution.

Analyzing Special Tests for Schools for the Deaf: This project scored and checked standardized tests, transcribed and tabulated data, and prepared charts and graphs for the improvement of instruction in Pennsylvania's special education program for the deaf.

Archaeological Surveys: Archaeological work at four sites in a county to further the knowledge of Indian culture.

Building Permits Survey: The purpose of this project was to edit, code, and tabulate collected building permit data for cities and towns.

Collection and Computation of Data on Forest Trees: This survey included the collection and computation of data on forest trees. The purpose was to provide information on the increased employment of labor in forest industries, supplies of wood for local use, stabilized forest ownership and taxable values, protection of watersheds against erosion and floods, control of mine waters, outdoor recreation, and the restoration and preservation of natural beauty.

Estimating and Indexing Employment Data: This project compiled estimates and revised indexes regarding payrolls, hours, and other employment data for manufacturing and non-manufacturing industries in Pennsylvania. The work consisted of standard field investigations, computations, and analyses.

File of Traffic Accident Reports: Regrouped and filed accident reports and summaries of all driver-accident frequencies. Inventoried traffic control devices. The work included the preparation of spot maps and of a key map.

Labor Pattern Survey: The objective of this survey was the determination of a demand pattern for labor and material on public construction projects with special emphasis on defense projects.

Land Use Survey: Survey of existing land use for city planning and zoning departments.

Municipal Bond Survey: This project was concerned with a study of the records of bond holders and of the Acts of Assembly, city ordinances, and legal opinions pertinent to the same.

Physical Characteristics of Accident Prone Intersections: This project was concerned with a survey of selected intersections with the highest accident frequency for the purpose of determining traffic hazards and making physical changes in the approaches.

Public Health Records: Tabulated and summarized data relative to the prevalence and care of cardiac ailments, pneumonia, and all types of communicable diseases, thus providing a basis upon which to improve techniques for quantitative descriptions of heart sound tracings.

Retail Food Price Survey: This project ascertained the effectiveness of a new method of determining the averages on food prices over given periods of time by comparing the time consumed for editing and compiling, and by determining the accuracy and the actual saving in man-hours as well as the general adaptability and reliability of the method tested.

Safest School Routes for Children: The work of this project entailed the collection and study of correlative data and preparation of individual maps of selected safe routes for school pupils of a city. These maps were furnished and distributed to each pupil, and the safest route to and from school pointed out to him.

School Financial Records: Transcribed financial data and the computation of cost therefrom as respects maintenance and instruction for

each pupil in the public schools. The data were procured from annual financial reports and the computation of cost per pupil by average daily attendance.

Social Base Map: This project prepared a map of data relating to social problems in a city which furnished a composite picture of types of housing; population characteristics; juvenile delinquency and crime figures; health and sanitation factors; police and fire services; fire hazards; recreational and playground facilities; religious, civic, fraternal and educational groups; hospitals, clinics, and dispensaries; and museums and other public buildings.

State, County, and Municipal Survey of Employment and Pay Rolls: This project edited and tabulated employment and pay roll data, construction contract data, and prepared estimates of public employment.

Studies of Forest Planting: Surveys to determine the percentage of survival of trees furnished by a state department to private land owners. They dealt with the age of species issued and date of issue; height; kind and number of trees damaged or destroyed; the causes such as fire, fungi, or insects; proportion of living trees to number originally planted; and soil and moisture.

Survey of Early American Buildings: Historical survey of early American buildings by description and dimensioned drawings of early buildings on the estates now included in the park areas of a city. The work consisted of a physical survey of buildings, preparation of drawings, and the abstracting of historical data from records.

Survey of Early American Pottery: Abstracting, cataloging, and indexing data, and compiling a bibliography on early pottery intended as a study for its improvement. The data assembled are of the greatest interest to scientists, historians, and students.

Survey of Local Plants and Trees: This project collected, identified, and cataloged wild flowers, plants, trees, seeds, and geologic and entomologic specimens of local historic interest.

Survey of Low-Rent Housing Needs: The information gathered by this project covered the use, character, and material of buildings; condition and type of sanitary, heating, and lighting facilities; number of dwelling units in each structure and people in each unit; monthly rent; year built; and original and present use.

Survey of Watershed Timber: This project completed a survey by traverse and chain of the hardwood timber on the watersheds of a city.

Tabulating Labor Statistics: This project analyzed, summarized, and prepared statistical tables from schedules and food records of wage earners and lower-salaried clerical workers.

Traffic Sign Survey: Survey of traffic signs in a city in order to analyze their usefulness and determine what alterations could be recommended.

Traffic Survey: This was a comprehensive survey of traffic conditions in a city. Among the phases studied were the following: driver obedience to signals; pedestrian obedience; turning practices; intersection approach speed; mid-block speed; lane speed; delays due to congestion; destination of occupants of parked cars; curb parking; taxicab cruising; vehicular volume count; pedestrian count; and general traffic violations.

Transportation Survey: This was a survey of the transportation service and facilities provided by a large city in order to appraise revised operating results before a contemplated modernization of the entire transportation system.

Vacant Housing Survey: This project completed a city-wide survey for the listing of vacant apartments and houses in a central information bureau. Records were made of conveniences, rental, conditions, etc. Such information was used to satisfy inquiries from the influx of workers entering the defense industries in the particular city concerned.

E. Wartime Services

Child Protection: Extending day care to children of employed mothers, defense workers, and members of the armed forces.

Clerical: Clerical assistance was provided for the Office of Civilian Defense and the Office of Price Administration. In some locations WPA clerical personnel manned the Civilian Defense filter centers.

Clothing: Reclamation of uniforms for the armed forces; designing and making coveralls for airport ground servicemen in training.

Graphic: This project developed camouflage solutions and reproduced Civilian Defense insignia.

Health: Trainees and service workers assigned to hospitals that had lost nursing and service personnel to the armed forces.

Library: Originated and maintained War Information Centers in large communities of the state.

Music: Musical talent for Defense Bond rallies and patriotic celebrations was provided by this project.

Recreation: This project handled all arrangements for bookings and transportation of entertainment to military camps and hospitals.

Venereal Disease Control: The facilities of this program were extended to serologic laboratories serving Selective Service Boards.

War Models: The main objective of this project was the fabrication of visual aids to speed the teaching of prospective Army, Navy, and Marine personnel.

Welfare Projects in General: In the event of a war-created emergency, the personnel of the School Lunch, Housekeeping Aid, Child Protection, Health, and Clothing Programs were available and organized to undertake immediately mass feeding, housing, evacuation, and clothing of the homeless.

Writers: This project maintained informational services for the Office of Civilian Defense; and prepared and reproduced morale bulletins for distribution throughout the state.

F. Welfare

Health: The primary objective of this project was to assist the Pennsylvania Department of Health to provide a more adequate service of health education and medical treatment for low income groups. The personnel operated under the direct supervision of the sponsor and augmented the work of the professional and lay staffs. The fields of service supplemented included health departments and clinics, school medical, hospitals and out-patient departments, nutrition, and venereal disease control.

Housekeeping Aid: This project operated over the entire state and provided free aid to families whose normal life had been interrupted by illness or by the absence of the mother and who had been certified by recognized welfare organizations as in need of assistance. The services rendered included general housework such as cleaning, laundering, mending of clothing, care of children, and elementary home care of the sick with due consideration for the limited resources of low-income families.

Orthopedic Services: This project provided orthopedic services for needy persons by altering, repairing, or making new shoes, leg braces, and artificial limbs as prescribed by qualified physicians for persons with orthopedic defects and crippled or artificial limbs.

Sewing: This state-wide program operated in Pennsylvania under the sponsorship of the Pennsylvania Department of Public Assistance and was co-sponsored by state, city, and county institutions and departments. From millions of yards of various kinds of materials was produced needed garments, such as men's shirts, women's dresses, layettes, sleeping garments for infants and the aged, and men's trousers. Other garments included men's, women's, and children's underwear. Uniforms, all types of outer and under garments, and bedding and hospital items were made for state and county hospitals, schools, and other institutions. The largest number of garments were produced for distribution among the needy.

Surplus Commodity Distribution: This project distributed surplus commodities throughout the state. Both clothing and food were included. Clothing centers, food warehouses, and food stamp issuing offices were set up in the counties. Millions of men's, women's, and children's garments were distributed to needy persons. Surplus marketing products were distributed to public institutions and school lunch activities, and food stamps of great value were released to certified persons. All the work was so arranged that at a few hours' notice the project was prepared to place at public disposal a functioning organization equipped and trained to handle expeditiously the distribution of vast quantities of surplus supplies.

Venereal Disease Control: This project provided supplementary field, clerical, professional, and technical assistance to the state and local health departments of Pennsylvania; provided a program of public education; installed a central registry file; extended field and clerical assistance to venereal disease clinics; extended training services and demonstration in epidemiology; implemented training and laboratory services in mass industrial serologic examinations; and assisted in the installation of a mechanical venereal disease reporting system on a regional basis.

APPENDIX II

A. AIRPORTS

Beacons and Air Markers: Illuminated beacons and painted air markers were strategically located to aid air travel.

Hangars and Buildings: Frame, stone, concrete, and brick buildings were erected to accommodate administrative personnel and to house airplanes and equipment.

Lighting: Electrical lighting fixtures and attachments were installed in buildings and over entire landing areas according to plans, thus affording facilities for operating fields on a 'round-the-clock' basis.

Municipal and Military Airports and Landing Areas: Airports and landing areas were constructed under supervision of, in conjunction with, and at the expense of the Civil Aeronautics Administration and municipal authorities.

Runways and Taxi Strips: Runways and taxi strips were constructed of native stone base with oil top surface dressing and concrete making available landing strips for various types of commercial and army airplanes. They also provided urgently needed safety landing areas. These areas were strategically located along principal air routes.

B. BUILDINGS

Canteens and Barrack Buildings: Canteens and barrack buildings were erected in and around various military camps, armories, and other designated locations. Involved were different types of construction using materials according to plans and specifications.

Municipal Buildings: Municipal building construction involved erection of firehouses, town halls, garages, and similar structures of various types of materials and design when designated as a municipal need.

Recreational Buildings and Band Shells: Various types and sizes of recreational buildings and band shells were built when municipal and borough authorities furnished documentary proof establishing need and expected advantages. Particular attention was given tenement and other congested areas. The general public was directly benefited.

School Buildings and Stadiums: Grade schools, high schools, and vocational schools were built wholly or partially of designated materials

according to architectural plans at the request of school boards and municipal authorities. New buildings and extensions were erected in congested sections and improvements made in poor localities.

C. BRIDGES

Culverts and Headwalls: Road drainage, open ditch and pipe, necessitated the construction of culverts and headwalls of stone and concrete materials. This drainage prevented washouts and provided important safety factors.

Masonry Retaining Walls: Masonry walls were placed where needed to prevent the occurrence of hazardous earth slides during certain seasons of the year. They made for safer driving conditions.

Riprap Walls: Riprap stone wall work was performed along roadway and stream banks to prevent soil erosion.

Wooden, Steel, and Masonry Bridges: Bridges of these structural types were erected to span waterways connecting vital highways. The erection of these structures benefited public transportation, lessened flood hazards, and resulted in safer travel.

D. GAME LANDS

Fire Trails: Miles of new fire trails were broken and old trails improved for the prevention and control of costly forest fires.

Reforestation: Millions of seedlings were planted and many acres were pruned and cleared of underbrush. The operations aided the growth and preservation of vital timber areas.

E. MILITARY CAMPS AND NAVAL CENTERS

Armories: The Pennsylvania Department of Military Affairs sponsored projects to construct and improve various armory buildings and grounds. The work included building and improving barracks, roads, parking areas, and parade grounds.

Training Camps and Naval Centers: The U. S. War Department sponsored projects to improve existing training camps and naval centers. The work was performed under direct supervision of the War Department in accordance with Army and Navy engineering plans and involved construction and im-

provement of storage warehouses, access roads, barracks, artillery ranges, buildings, and training dams. This construction work directly aided the war effort.

F. MINE SEALING

Mine Openings: Innumerable mine openings were sealed throughout the bituminous coal fields. Sealings were effected by fills and man-made obstructions performed to prevent stream and river pollution. Through these measures aquatic life was preserved and health conditions improved.

G. PARKS

Playgrounds, Athletic Fields, and Swimming Pools: Upon request and certification of need, publicly owned property was graded, leveled, and made adaptable for playgrounds, athletic fields, and swimming pools.

Public Park and Recreation Centers: This work was sponsored by public authorities. State, municipal, and borough lands were cleared and fireplaces, picnic tables, and shelters erected for public use.

H. PEST ERADICATION

Black Stem Rust: This work, sponsored by the U. S. Department of Agriculture, involved the scouting and mapping of suspected diseased areas and the subsequent eradication of the parasitic plant causing the rust which preyed upon and destroyed small grains such as wheat, oats, barley, and rye.

Dutch Elm Disease: This disease, recently introduced into our eastern states by foreign importation, has no known cure. The work performed, which was sponsored by the U. S. Department of Agriculture, involved the location, felling, and destruction by fire of infected elm trees. In this way it was hoped to control the spreading of this devastating disease and to save our elm forests.

Gypsy Moth Control: This project, also sponsored by the U. S. Department of Agriculture, involved the scouting, mapping, and elimination of egg clusters and the destruction of the caterpillar which denuded and eventually destroyed tree and plant life.

National Park Service: The U. S. Department of the Interior sponsored this project in the five National Park locations of the state. The

work included conservation of water, soil, forest, and wild life; construction and improvement of camps, camp grounds, picnic areas, and administration buildings; reduction of fire hazards; planting and removal of trees; provision of mosquito control; and the building of roads, fences, telephone and electric lines, and water and sanitary systems.

White Pine Blister Rust: Sponsored by the U. S. Department of Agriculture, this eradication project offered protection of white pine forests from the destructive parasitic blister rust disease and saved many trees.

I. RESERVOIRS

Control Dams: This type of work, performed at the request of municipal authorities, involved construction of dams to prevent and control floods.

Hatcheries: At the request of the state department concerned, general improvements were carried on at the various fish hatchery locations to aid hatchery developments and better supply streams with game fish for the benefit of sportsmen.

Storage Dams: Storage dams supplying water for public consumption were constructed of designated materials and according to plans at the request of elective or appointive representatives of sponsoring agencies. Work included the construction of new dams or reservoirs and the improvement of existing structures. The purpose was to attain sufficient water levels to supply public requirements.

Water Lines: This work was sponsored by municipal authorities. Wells were drilled and miles of pipeline installed and repaired to carry water to and from storage dams and tanks to the consuming public.

J. STREETS, HIGHWAYS, SIDEWALKS, AND ROADS

Access Roads: Roads built in and around military camps and industrial defense plants to facilitate the movement of supplies and personnel.

City and Borough Streets: Streets and roads were constructed within borough and city limits, creating improvements that increased municipal valuations. In some instances street car rails were removed. Rail removal improved streets and contributed to the defense scrap pile.

Curbs and Gutters: Stone, concrete, and brick were used in constructing curbs and gutters where such were needed to carry off unusual surface drainage. Water and ice hazards were removed by this construction.

Guard Rail: Guard rail was placed along traveled roads where hazardous conditions existed owing to steep embankments and sharp curves. The erection of guard rail tended to eliminate hazards and to aid traffic safety.

Highway Beautification: General improvement of municipal entrant highways was effected by seed and tree planting and soil conservation.

Sidewalks: Concrete and brick sidewalks were constructed at the request of property owners who furnished the needed materials. Work was sponsored by municipal authorities.

Strategic Highways: Principal work consisted of highway widening which eliminated narrow hazardous roadways and aided highway safety.

Township Roads: Roads were constructed under township sponsorship at the request of elected supervisors. They facilitated transportation between mining locations and strategic highways. Consideration was also given to the construction of farm-to-market roads, which assured the grower of passable roads during the entire year for the movement of vital foodstuffs to consuming centers.

Traffic Signs: Thousands of traffic signs were erected at strategic locations to aid the vehicular traveling public.

K. SEWERS

Community Sanitation: Community sanitation was greatly benefited by the construction of sanitary privies. Necessary materials were furnished by property owners. The Pennsylvania Department of Health assumed sponsorship.

Sanitary and Storm Sewers: Upon proper certification of need by municipal authorities, miles of sanitary and storm sewers were constructed or relaid according to specified lines and grades. These sewers in place consisted of man-holes, traps, vent holes, and pipe of cast iron, concrete, terra-cotta, or vitrified clay constructed to assure correct sewerage. In some instances, in conformity with these operations, sewage treatment plants were erected where required.

Sewerage Service Connections: At the request of sponsoring agencies many new service connections were made in recently developed areas. Along active lines where needed, inlets, catch basins, and man-holes were installed. These increased property and municipal valuations and bettered sanitation facilities.

L. WATERWAYS

River and Stream Flood Control: In areas where flood conditions prevailed, state, township, and municipal authorities sponsored various types of flood control projects involving channel changes and straightening; increasing stream and river bed depths; and riprapping banks and erecting masonry walls to prevent soil erosion. The purpose was to prevent recurring flood conditions.

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